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ABSTRACT

In reporting the history and status of the National Adult Education Programme of India (NAEP), a five-year literacy campaign (1979-84) that was designed to educate approximately 100 million persons, this study emphasizes the program's preparatory phase and its monitoring/evaluation systems. After a survey of the literacy needs and past literacy programs in India, the steps in the formation of NAEP--including delimiting target populations (primarily rural women) and the duration of instruction--are traced from the program's conception in 1977. The planning phase also traces the involvement of government and voluntary agencies in instructional and administrative roles and the establishment of local resource centers. The review of the goals and priorities contains an overview of administrative structures at the local, state, and national levels, which were coordinated to aid administrative communication and complement program objectives. The systems of monitoring and evaluation are plotted in four areas: inhouse monitoring of management decisions and information; assessment of field programs, including instructional materials and staff performance; governmental appraisals of overall program effectiveness; and continuing evaluation of student progress. Areas of research progress are listed, as are those needed for program improvement. A general appraisal gives enrollment data and summarizes the achievements and weaknesses of the program. The NAEP policy statement and objectives are included in appendixes. (JW)

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PLANNING AND ADMINISTRATION OF NATIONAL LITERACY PROGRAMMES: THE INDIAN EXPERIENCE

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IIEP research report: (47)

PLANNING AND ADMINISTRATION OF NATIONAL LITERACY PROGRAMMES: THE INDIAN EXPERIENCE

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PREFACE

In conformity with the growing emphasis in Unesco on literacy and adult education, IIEP has organised a number of programmes in this sphere during the last couple of years. These programmes have included a workshop on policy, training programmes, research initiatives and publications. This paper is a modest contribution to IIEP's efforts in presenting alternative strategies in planning and management of national literacy programmes.

An attempt has been made in this paper to place my country's National Adult Education Programme in an historical context and to recall the process of its planning. The focus in this paper is on three inter-related areas: planning, administration, and evaluation and monitoring. Although the problems and challenges we face in India are unique in several respects, like several other countries we are trying to organise an effective mass programme of adult literacy with stress on functionality and awareness. The difficulties in organisation of such programmes in countries which are not in the midst of fundamental changes in economic and social structures are well known. I share and understand these difficulties, but remain convinced that not only can meaningful literacy and adult education programmes be implemented in countries like mine, indeed they are a pre-requisite for fulfilment of the goals of development which have their primary concern for the poor and the illiterate.

A question can arise regarding the extent of success in implementation of India's programme. As has been mentioned in the last section of this paper, although the organisational set up has been created and some very impressive programmes are being implemented, the massive mobilisation envisaged in the planning of the programme is not yet in evidence. A democratic system calls for patience and hope, certainly the Indian one does. There have been reviews and evaluations and change of governments. But it is my belief that the national consensus remains undiminished. The policy decision of the present Government to involve youth and voluntary agencies in removal of illiteracy reflects continuity and determination.

The suggestion that I do a paper on this subject had come from the late J.P. Naik and Dr. Malcolm Adiseshiah. On this occasion, once again, I remember Naik Sahib, and acknowledge the guidance given to me by these distinguished educationists of India.

My stay at IIEP made it possible for me to peacefully reflect and study about my country, the tasks and problems of development of its people, and about the past and future of education. My stay here also placed me in distance, in time and space, from the NAEP, with which my commitment was deep and personal, and so this distance was essential if I was to attempt a systematic analysis. For the opportunity to spend a year and a half at IIEP I should like to thank Professor Michel Debeauvais. Moreover, during my discussions with him I benefited a great deal from his profound scholarship and deep sympathy with the developing world. The colleagues in the Institute made perceptive comments on my paper, which helped me to improve it.

Anil Bordia

Paris
12 February 1982

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I. THE DEVELOPMENT PERSPECTIVE

India is a poor country with rich resources. At least half of its approximately 684 million people live in a state of destitution and under-nourishment. This is so despite a steady increase in agricultural production and industrial growth. The country produces almost all its necessities; it is surplus in food production. But alongside the surpluses in food-grains exists widespread hunger and semi-starvation; with increase in intensive agriculture and remarkable growth in industrial output there is also an increase in unemployment; a staggering increase in the numbers of illiterates with more and more expenditure on education.

Development goals

Successive Five Year Plans have attempted to give shape to the objective of growth with social justice, which is enshrined in the Constitution. While the First Five Year Plan (1951-56) said that the central purpose of developmental plans was to initiate "a process of development which will raise living standards and open out to the people new opportunities for a richer and more varied life," the Sixth Plan (1980-85) records that development goals can be grouped under four heads: growth, modernisation, self-reliance and social justice.(1)

In more concrete terms the main issues of India's development can be indicated as follows:

(a) Employment and productivity - This implies rapid industrialisation as well as intensification and diversification of the agricultural sector.

(b) Equity and social justice - Economic growth must be accompanied by a deliberate programme to reduce inequalities and injustices. In the Indian situation, where class inequalities are accentuated by caste inequalities, this acquires a critical importance.

(c) Family planning and primary health-care - Limiting the size of family is essential not only to prevent neutralisation of developmental gains, but also to improve child-care and the status of women. Programmes of family planning have to go side by side with provision of basic health-care facilities for the most deprived sections of society.

(1) Government of India, Planning Commission, Sixth Five Year Plan, 1980-85, New Delhi, 1980, p.1.

(d) Conservation of the environment - Increase in the acreage under agriculture, denudation of forests and shrinkage of pastures have been causing physical calamities which devastate large areas each year. Any perspective of planning for the future requires that urgent attention is paid to restoration of environmental imbalance.

(e) Widening of educational opportunity - This is critical for a headway in any of the other crucial areas, and something to which very insufficient attention has been given so far.

It is remarkable that from the beginning of the planning process, adult education in India has been viewed in the perspective of the developmental goals and in this paper we shall attempt to see, in particular, the extent to which planning and administration of the National Adult Education Programme corresponds to these goals. Before, however, we examine that it would be useful to review the Indian literacy scene and the past programmes of adult education.

II. THE INDIAN LITERACY SCENE

Primary education

The Constitution of India, adopted in 1950, had envisaged that by 1960 free and compulsory education would be provided to all children up to 14 years of age. A programme of enrolment of children in primary schools received attention in all the previous plans. However, the Fourth Educational Survey, completed in 1980(2), reveals the following picture in this regard (the information pertains to the year 1978-79):

Population in 6-14 age-group	131.34 million
Enrolment in classes I to VIII	86.63 "
Number of unenrolled children	44.71 "

Not only are one-third of the children unenrolled, over 70 per cent of those who enter class I drop out before reaching class VIII. Primary education has been given high priority in the Sixth Five Year Plan (1980-85) and has been made a part of the minimum needs programme. It aims at enrolment of 95 per cent children in 6-11 age-group and of 40 per cent in 11-14 age-group.(3)

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(2) National Council of Educational Research and Training, Fourth Educational Survey, New Delhi, 1980.

(3) Sixth Five Year Plan, op.cit. p.363-364.

Although the Plan speaks of a number of incentives to children to regularly attend school, it does not spell out a precise strategy, or targets, to reduce drop-out. Considering that the rate of drop-out has remained almost unchanged since the last 35 years of independence, there is little to assume that a substantial improvement may occur on this score. It is, therefore, evident that achievement of universal literacy through formal system of education is not possible in the foreseeable future.

Increasing number of illiterates

Meanwhile, along with improvement of percentage of literacy, the total number of illiterate persons continues to increase (see Table 1).

Table 1. Illiteracy in India (excluding 0-4 age group).
(Figures in millions)

Year	Persons	Male	Female
1951	246.63 (81.7)	113.81 (72.9)	132.89 (91.1)
1961	267.22 (71.7)	115.02 (59.6)	152.30 (84.7)
1971	307.19 (65.5)	131.80 (54.0)	175.39 (78.0)
1981*	314.67* (56.9)	126.61* (44.4)	188.06* (70.4)

Source: Census Data. * = Excludes Assam and Jammu and Kashmir.

Notes: (1) Figures in parentheses indicate percentage to the corresponding population.
(2) Figures for 1981 have been worked out after excluding population in 0-4 age-group assuming that ratio of this age-group to total population in 1981 would be the same as it was in 1971 i.e. 16 per cent.

The position of illiteracy indicated in Table 1 does not bring out the wide variations in different parts of the country; between males and females, and between rural and urban areas. As would be inferred from Annex 1, the situation in the States varies from nearly 70 per cent in Kerala to about 20 and 24 per cent in Arunachal Pradesh and Rajasthan respectively. Besides, disparity between the rural and urban areas is wide and the position of female literacy is particularly disturbing in the rural areas. (Table 2). An even more serious situation pertains to the groups referred to as the Scheduled Castes and Scheduled Tribes (educationally, these are particularly backward castes and ethnic groups, in favour of whom the Indian Consitition provides protective discrimination). In 1971, the percentage of literacy was 14.67 and 11.30 among persons belonging to the Scheduled Castes and Scheduled

Table 2. Illiteracy position excluding 0-4 age-group areas-wise in 1961 and 1971. (Figures in millions)

Year	Area	Number of Illiterates		
		Persons	Male	Female
1961	Total	267.32 (71.70)	115.02 (59.61)	152.30 (84.67)
	Urban	31.04 (45.57)	12.68 (34.02)	18.36 (50.54)
	Rural	236.28 (77.54)	102.34 (65.74)	133.94 (89.87)
1971	Total	307.19 (65.55)	131.81 (54.05)	175.38 (78.03)
	Urban	37.79 (39.78)	15.55 (30.17)	22.24 (51.16)
	Rural	269.40 (72.11)	116.26 (60.45)	153.14 (84.48)

(Figures in parentheses indicate percentage to the corresponding population).

Table 3. Financial allocation to different educational sectors (1951-78). (In millions of rupees)

Stages of Education	Expenditure incurred in Five-Year Plans				
	First Plan (1956-56)	Second Plan (1956-61)	Third Plan (1961-66)	Fourth Plan (1969-74)	Fifth Plan (1974-78)
Higher Education . . .	140 (9.7)	480 (19.4)	870 (16.8)	6352 (13.9)	14682 (15.2)
Technical Education . . .	200 (13.9)	490 (19.8)	1250 (24.1)	2619 (5.8)	4434 (4.6)
Secondary Education . . .	200 (13.9)	510 (20.7)	1030 (19.9)	14871 (32.6)	31277 (32.4)
Elementary Education. . .	850 (59.0)	950 (38.5)	2010 (38.8)	21681 (47.6)	45819 (47.5)
Adult Education	50 (3.5)	40 (1.6)	20 (0.4)	59 (0.1)	326 (0.3)
TOTAL	1440 (100.0)	2470 (100.0)	5180 (100.0)	45582 (100.0)	96539 (100.0)

Notes: (1) The period between 1966-69 was not covered by Five-Year Plans.
(2) The expenditure in the Fifth Plan does not include the expenditure incurred in 1978-79.
(3) Figures in parentheses indicate percentage to total.
(4) Figures for the First, Second and Third Plans indicate only Plan expenditure, figures for the Fourth and Fifth Plans indicate Plan as well as Non-Plan expenditures.

Tribes respectively. The age-group 15-35 being of special importance from the point of view of the impact education has on family planning and productive programmes, it would be useful to take note of the literacy situation in this age-group. These figures show that there were approximately 97 million illiterate persons in 15-35 age-group in 1971.

Table 4. Literacy/illiteracy in 15-35 age-group (1971). (Figures in millions)

	Total	Male	Female	Rural	Urban
Total population	167.57	85.45	82.12	129.59	37.98
Literate	70.44	48.47	21.97	44.39	26.05
Illiterate	97.14	36.99	60.15	85.21	11.93

The details of the literacy position have been given in Annex 1. That Table shows that not only are there wide disparities in the literacy situation between one State and another, the percentage of increase in literacy in most of the States had actually gone down during 1961-71 in comparison with 1951-61. The conspicuous exceptions in this regard were the educationally advanced States like Kerala, Maharashtra and Delhi. The Table in Annex 1 also brings out the distinct improvement in the rate of increase in literacy during 1971-81 in most of the States. The Census operations in respect of 1981 have not yet been fully tabulated and, therefore, it is not possible to make any precise estimates regarding the reasons for this. However, there is a correlation between the position as it has emerged from the Census data and the attention paid by a particular state to NAEP. For example, Bihar, Gujarat, Manipur and Nagaland had given high priority to NAEP and had made a large mobilization. These are also the states with a marked increase in the rate of literacy. On the other hand, the states which were not able to gear up to organise a large programme under NAEP have shown a low performance in the rate of increase in literacy: e.g. Himachel Pradesh, Madhya Pradesh, Uttar Pradesh, and Punjab. It must be added that it is too early to make any definite surmise in this connexion, and the analysis shall also have to take into consideration the situation in primary education.

Allocation for adult education

One of the indicators of the importance given to a particular sector is the financial allocation made for it. Although adult education, known

chen as social education, received a place of prominence in the First Five Year Plan, attention to it kept on diminishing in subsequent plans. Consequently, as is evident from Table 3, over the years the share of expenditure on adult education kept decreasing (the small increase in the Fifth Plan was mainly due to the preparatory steps taken in 1977-78 for the National Adult Education Programme). Nonetheless, some very important adult education projects were launched in the past and a brief review of the past programmes would place the National Adult Education Programme in the historical context.

III. PAST PROGRAMMES

The British Period

The British period saw the emergence of a wide variety of adult education programmes. The Indian Education Commission (1882-83) found in Bombay and Madras Presidencies 136 and 223 night schools attended by about 4,000 and 5,000 adults respectively. The number of night schools in Bengal was over 1,000. Besides, schools were also started in 1865 for the inmates of the jails. In 1927 there were 288,932 adult pupils attending 11,171 literacy classes, of which over 80,000 pupils and over 3,000 classes were in the Punjab alone.

Some of the most impressive adult education programmes were launched in the beginning of the century in the princely States of Mysore and Baroda. M. Visveswaraya established a massive programme in Mysore State where nearly 7,000 literacy classes used to run regularly. Visveswaraya also set up a public library system and sponsored publication of a magazine, Vigyan, to popularise scientific knowledge among the new literates. A large adult education programme was also started by Sayaji Rao Gaekvad in the State of Baroda. It has been claimed that during the rule of this enlightened prince 1,000,000 persons visited the libraries and reading rooms in one year (the total population of this principality was 2,800,000).

With the establishment of popular ministries in 1937, several States evinced interest in adult literacy. Under the leadership of Dr. Syed Mahamud a most impressive campaign was conducted in Bihar. Mass literacy committees were set up at the State, district, sub-division and village levels. The achievements in Bombay, Mysore and the Punjab were also significant. The need for post-literacy programmes was appreciated by all leaders of adult education. However, paucity of funds prevented establishment of any systematic post-literacy activities.

Social education

The period immediately after independence (1947) was characterised by public enthusiasm for nation building. New forms of managing development were explored and very soon the choice fell on the community development model, which visualised development as an integrated process, with considerable emphasis on people's involvement. Land reform programmes, aimed at elimination of intermediaries, were initiated simultaneously in practically all States. Social education was the educational counterpart of community development and land reform legislation, although chronologically it preceded them.

Referring to social education, Abul Kalam Azad, the Education Minister, stated:

> "We may say that social education has three aspects, namely, (a) the induction of literacy among grown-up illiterates, (b) the production of an educated mind in the masses in the absence of literacy education, (c) the inculcation of a lively sense of rights and duties of citizenship, both as individuals and as members of a mighty nation. We may say the social education is synonymous with adult education, but lays more emphasis upon the two latter aspects of education".

Towards the end of the Second Five Year Plan the emphasis began to shift away from community development. While people's participation in development was intended to be secured through panchayati raj(4) institutions at village, block and district levels, the pressing demands of agriculture and industry and lack of commitment to social education made this most significant programme more or less irrelevant.

Gram Shikshan Mohim

What political commitment can do was demonstrated by Gram Shikshan Mohim.(5) This programme was launched on an experimental basis in Satara district of the then Bombay State in 1959 and extended to the rest of the State two years hence. During its peak years, 1961-63, the Mohim covered 25 districts and made all persons in 14-50 age-group literate in 1,109 villages. The number of persons made literate by Mohim was over one million and the programme had a distinct impact on literacy percentage in Maharashtra. Between 1961 and 1971 the percentage of literates in Maharashtra increased from 34.27 to 44.94, although the average increase for all-India was from

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(4) Panchayati raj means elected local government for rural areas.

(5) Literally 'village education movement".

27.76 to 34.08. However, an evaluation undertaken by the Planning Commission revealed that in Gram Shikshan Mohim relapse to illiteracy was massive due to insufficiency of post-literacy programmes and also that at some stages there was considerable misreporting of achievements.

Farmers training and functional literacy

A significant innovation was introduced with the launching of the Farmers Functional Literacy Programme in 1967-68. This Programme was an inter-Ministerial programme with the Ministry of Education responsible for the element of Functional Literacy, the Ministry of Agriculture for Farmers' Training and the All India Radio for Farm Broadcasting. The three activities were intended to be integrated with a view to educating and informing illiterate farmers about the high yielding varieties of seeds and a package of improved agricultural practices. This programme was evaluated by a Committee in 1977-78.(6) The Committee observed that the basic idea of integration of literacy with functional training, and the use of mass media as a supportive activity, was still valid. It recommended a substantial enlargement of the programme and widening of its linkage with the main schemes of rural development. It also suggested establishment of production-cum-learning discussion groups, which would also take responsibility for post-literacy activities. The Evaluation Committee observed that the finances provided for implementation of the scheme in each district were insufficient, supervisory structures almost non-existent and co-ordination among the Ministries far from satisfactory. One of the significant observations of the Committee was that the system of monitoring had simply not worked and correct data about implementation was not available.

Non-formal education

A major programme, called Non-formal Education for 15-25 age-group, was launched in 1975-76 with the object of providing meaningful education to the young people. The programmes to be organised were intended to be related to the needs and aspirations of the learners and based on local environmental conditions. The programme intended to serve the weaker sections of society who had been denied the benefit of formal education. It envisaged setting up of 100 non-formal education centres in each selected district and by the end of 1977-78, 60 districts had been covered under this programme. Although

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(6) Government of India, Ministry of Education and Social Welfare, Towards Integrated Farmers' Training and Functional Literacy, New Delhi, 1977.

conceptually this programme incorporated the recent thinking in the field of adult education, in practice it was seldom distinguishable from a routine literacy programme. The programme also suffered because the financial pattern was much below the requirement, supervisory arrangements were inadequate and the system of monitoring and evaluation did not work.

Scheme of assistance to voluntary agencies

Apart from the programmes directly implemented by Government, the Ministry has also been promoting since 1953-54 adult education through voluntary agencies. Government assistance has been available for activities such as running of literacy centres, production of literature, organisation of library services, research,etc. The amount of funds disbursed to voluntary agencies in 1976-77 was less than two million rupees and the number of voluntary agencies served about 25. Although some of these voluntary agencies organised pace-setter activities and also undertook innovation and experimentation, the effort through voluntary agencies was sporadic and uneven. The agencies involved were those set up exclusively for organisation of adult education programmes and hardly any agency engaged in rural development or promotion of Khadi and Village Industries were involved.

One of the noteworthy developments preceding the National Adult Education Programme was the emphasis laid on literacy by the Youth Congress - the youth wing of All India Congress Committee (I). Literacy was one of the Five Point Programmes championed by the Youth Congress. Although there was lack of conceptual clarity in regard to the literacy programme of the Youth Congress, it did engage attention of the Central Education Ministry, as well as of the provincial governments.

IV. PLANNING FOR THE NATIONAL ADULT EDUCATION PROGRAMME (NAEP)

Initial consultations

While the Planning Commission was engaged in exercises to spell out the approach and priorities of the Medium-Term Plan (1978-83), the Education Minister initiated discussions with political leaders, educationists, and adult education field workers regarding adult education policy. In a number of pronouncements made soon after assumption of office in March 1977, the Minister emphasized the need to change priorities in education - from a preoccupation with higher, technical and secondary education to a more balanced approach giving priority to elementary and adult education, without, however, underestimating the importance of the rest. The crystallisation of the Policy Statement on Adult Education(7) and the Outline of NAEP was swift and decisive. (The Policy Statement is given in the Appendix).

(7) Government of India, Ministry of Education and Social Welfare, National Adult Education Programme: An Outline, 1978.

The first draft of these documents was widely disseminated and was discussed by associations of voluntary agencies, universities, associations and federations of teachers and students, etc. In addition to the various formal and informal consultations, these documents were discussed in Parliament's Consultative Committee on Education and in the first meeting of the National Board of Adult Education held in Novemebr, 1977.

As soon as the essential elements of the Policy Statement on Adult Education had become clear, a group, called the Working Group on Adult Education for the Medium-Term Plan, 1978-85, referred to in this paper as the Working Group, was set up. Its membership comprised officials and non-officials, thinkers and field workers, men and women. It was a small group and met frequently. The detailed charting of the various aspects of NAEP was its responsibility. Soon after its constitution the Working Group set up a number of sub-groups, including those to examine:

- the problem of adult education of women;
- ways to ensure coverage of persons belonging to the Scheduled Castes and the Scheduled Tribes;
- the rôle of youth and integration of the NAEP with the various youth programmes such as National Service Scheme and Nehru Yuvak Kendras, etc.
- involvement of universities and colleges in the NAEP;
- suitable system for administration and management of the NAEP;
- financing of NAEP;

At all stages in the formulation of adult education policy, and planning of the various aspects of the NAEP, the State Governments were closely involved. Personal discussions took place between the Central Education Minister and the officials of the Ministry of Education on the one hand and the Ministers of State Governments dealing with adult education and the concerned officials of the State Governments on the other. Practically all the State Governments were represented either on the Working Group or its Committees. The recommendations of the Working Group were discussed in detail by the representatives of all State Governments. The Outline of the NAEP and the report of the Working Group were discussed and approved in the Conference of Education Ministers of all States held in July, 1978.

Review of experiences

One of the first things done by the Working Group was a thorough analysis of the past experiences. The experiences of the mass programmes undertaken by Provincial Governments in 1937 were studied with the help of people who had

lived and worked during that period (e.g. J.P. Naik, T.S. Avinashilingam, Chunnibhai Bhatt, Dahyabhai Patel). The others singificant experience of mass programme was Gram Shikshan Mohim. Evaluation of the Mohim undertaken by the Government of Maharashtra(8), as well as the Planning Commission(9), were available to the Working Group. The general conclusions in respect of mass programmes were:

(a) that we should attempt to generate the mobilization of the type of mass movements;

(b) that involvement of all branches of administration, all political parties and all sections of society would be essential for successful organisation of programmes;

(c) that it should be possible to have systematic organisation (particularly supervision and evaluation) along with the mass approach; and

(d) that adequate attention must be paid on post-literacy programmes and those programmes should be envisaged along with the phase of initial literacy.

The Working Group benefited much from a review of the Social Education programme started in the First Five Years Plan. A number of studies of Committees on Plan Projects of the Planning Commission and several other publications made important findings on the Social Education Programme. Besides a number of persons who had worked in the field in the fifties were actively associated with the planning of NAEP. Perhaps the most important aspect of the Social Education approach was the use of education as a method for involvement of the people in community development. Another aspect of social education from which lessons were drawn for NAEP was the recreational and motivational dimension of that programme.

An indepth study was made of the Farmers Training and Functional Literacy programme, which had completed ten years and extended to about 150 districts when the process of planning of NAEP commenced. Fortunately a number of evaluation studies were available - these included two evaluations done by the Directorate of Adult Education of the project in Lucknow district, one done by the same Directorate of the project in Jaipur district and one by the Kisan Vidyapeeth, Udaipur, of the project in Bharatpur district. The Directorate

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(8) Directorate of Education, Maharashtra, Evaluation of Gram Shiksham Mohim, Government Central Press, Bombay, 1964.

(9) Government of India, Planning Commission, Report on Gram Shiksham Mohim of Maharashtra, 1965.

of Adult Education had also undertaken a nation-wide review.(10) Besides, the Unesco/UNDP appraisal of the Experimental World Literacy Programme(11) was also of immense value, because the Farmers Functional Literacy Programme was, to an extent a part of EWLP. The greatest help was, of course, received from the report of the evaluation committee headed by J.C. Mathur.(12) Some of the significant conclusions drawn from the various evaluations of the Farmers Training and Functional Literacy programme were as follows:

(a) Integration of functional development and literacy is a complex process and has to be organised at all levels and by integration of responsibilities at the adult education centre level.

(b) It is unwise to spread the santioned adult education centres throughout a district, that makes supervision difficult, delivery of supplies irregular and the impact of the programme imperceptible.

(c) While it is important to provide adequate funds, it is more important to decentralise powers, without which even insufficient funds remain unutilised.

(d) In addition to systematic evaluation, it is essential to build up a good monitoring system for timely warning regarding bottlenecks and slow pace of implementation.

The exercises to evaluate the past programmes were comprehensive and practically all the earlier programmes were subjected to a careful examination. These included the scheme of assistance to voluntary agencies, non-formal education programme for 15-25 age-group and the programmes of workers education. The Ministry of Labour and Employment had, on their own, initiated steps for a review of the work of the Central Board of Workers Education. A review of the programme of the Ministry of Education was initiated in 1976 and its report became available in March 1977.(13)

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(10) Directorate of Adult Education, Ministry of Education and Social Welfare, Farmers Functional Literacy Project: A Review of Fourth Plan and Progress in 1973, New Delhi, 1974.

(11) Experimental World Literacy Programme: A Critical Assessment, Paris, Unesco, 1976.

(12) Towards Integrated Farmers' Training and Functional Literacy, op.cit.

(13) Government of India, Ministry of Education and Social Welfare, Programmes of Workers Education of the Ministry of Education and Social Welfare, Report of a Review Committee, New Delhi, 1977.

A programme of considerable relevance to NFE was the Nehru Yuvak Kendra (NYK)(14). The scheme of NYK was started in 1972. Under the scheme a NYK is established in each district to organize programmes of all kinds, including adult education for young people. The person in charge of a NYK is called a Youth Co-ordinator. He functions with authority of the status of an Executive Committee. An evaluation of this scheme showed that this administrative arrangement - by which a well-selected person is given a well-defined charge and is enabled to function autonomously - was effective. The evaluation also indicated that village organizations created initially for literacy work if continued after completion of literacy course for post-literacy and local development activities could become a useful method of adult education and village development. Yet another thing which became clear from a study of this scheme was the role of sports and cultural activities in motivating youth to participate in any educational or development activities.(15)

Some of the members of the working group and those responsible for writing the work of this group had been associated with the Radio Rural Forum project, started in 1956 in co-operation with Unesco, the purpose of which was the use of radio, followed by discussion in a listening group, to raise the functional knowledge among illiterate villagers and, hopefully, to better results in farm output and family welfare. The project was evaluated upon conclusion of its first phase(16) and also after the extension the project beyond the original project area.(17) The evaluations showed that radio can be a promising tool of national and community development and is cost effective.

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(14) Nehru Yuvak Kendra means Nehru Youth Centres.

(15) Government of India, Ministry of Education, Review of the Scheme of Nehru Yuvak Kendra New Delhi, 1976.

(16) Mathur, J.C. Newrath, Paul, An Indian Experiment in Farm Radio Forums, Paris, Unesco, 1959.

(17) Bhatt, B.P. Krishnamothly, P.V. Radio Rural Forums spread throughout India in Radio Broadcasting serves Rural Development, Paris, Unesco 1965.

In 1974 India launched the Satellite Instructional Television Experiment (SITE). This programme aimed at the use of television programmes in a few central places and beamed through satellite, for improvement of primary education and the spread of adult education. To television groups and a limited facilities use of television. While some attempts was made to use it for literacy instruction, the emphasis was on functional education - mainly agriculture, child-care and family planning. A mass planned education, which was built into SITE from the start, was undertaken.(18) To assess the efficacy of this media for adult education, and also the technical difficulties and costs involved in maintenance and upkeep of television sets in the rural areas of India, agricultural and health know-how of persons who regularly viewed the programme increase in a marked manner.

The process of discussion of the results of evaluation of various programmes and drawing of conclusions relevant to the programme under consideration of the Working Group was not simple or obvious. Some of the members of the Working Group had served as members of the evaluation teams, and they appreciated the findings and conclusions them for the new and challenging task; frequently, while deliberating on a particular proposal, the members of the Group would ask for a recapitulation of evaluation studies relevant to the issue; basically, this process involved a study by most of the members of the Working Group and internalization of the conclusions - of the strengths and deficiencies of the past programmes - and emergence of a consensus among the members regarding what the issues essentially were. In its report(19) the Working Group refers to the following lessons from the past experiences:

(a) Where there has been political will, there have been significant achievements, yet political will by itself is not sufficient and there is an indispensable need for systematic planning of programmes and follow-up measures.

(b) Any attempt to organise adult education programmes without providing the essential financial support is in the long run counter-productive and expensive. Imprudent economies should not be attempted in administrative and supervisory costs.

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(18) Rahman, Saulat, SITE - A Study in Educational Television, Ministry of Education and Social Welfare, New Delhi, 1977;

(19) Government of India, Ministry of Education and Social Welfare, Draft Report of the Working Group on Adult Education for the Medium Term Plan, 1978-83, New Delhi, 1978;

(c) Decentralisation in management of the programme is essential because so many decisions in respect of so many matters are required to be taken.

(d) Unless farmers can adopt improved agricultural practices by a co-ordinated programme of literacy and functional training and where linkage between literacy and functional education do not take place, results are frustrating.

(e) Organisation of adult education programmes involving integration of developmental activities with functional literacy should be with a common team of workers; this is possible only if mechanisms for co-ordination are effective.

(f) In spite of the clear and precise conceptual statement of non-formal education methods, a programme is in the risk of degenerating into conventional literacy programme unless the conceptual understanding is shared by all functionaries and the programme is adequately supported by a system of training and production of suitable teaching/learning materials.

(g) Voluntary agencies have a great deal of resilience but they tend to be shy of dealing with Government. They need to be drawn out of their seclusion by deliberate effort.

Target setting

The Ministry undertook thorough analysis of the country's illiteracy situation. The States, and within the States the districts which had remained stagnant from the point of view of increase in literacy were identified. It became clear that geographical remoteness was an important factor in incidence of illiteracy - hence some hilly tracts (Arunachal Tradesh, Jammu and Kashmir), desert regions (of Rajasthan), tribal pockets (of Madhya Pradesh, Bihar, Orissa, Rajasthan) needed special attention. It has always been known that two-thirds of the problem of illiteracy relates to women, and this problem was particularly acute in the rural areas. An indepth analysis was also made of the illiteracy among persons belonging to the Scheduled Tribes and Scheduled Castes. An interesting finding that emerged from the analysis was that location of important development projects in areas inhabited by the Scheduled Tribes did not necessarily improve the economic or educational level of the local people; instead they became more susceptible to exploitation; there were also numerous instances of

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The problem of coverage of women and of persons living in rural areas, particularly those belonging to the Scheduled Castes and the Scheduled Tribes, was intended to be faced by adopting what came to be known as 'total coverage strategy". This strategy implied:

(a) selection by every implementing agency of a compact geographical area, to be called the project area;

(b) taking responsibility by the implementing agency to cover under NAEP all illiterate persons in the project area;

(c) giving priority within the project area to coverage of women and other disadvantaged sections, principally by ensuring that the first centre to be opened in a village or urban locality was for women and even among mixed centres and men's centres to give priority to the disadvantaged groups; and

(d) ensuring participation of women and disadvantaged groups in instruc-tional and supervisory cadres and laying focus on their coverage in evaluation and monitoring systems.

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The final, and most critical, question in target setting related to the time frame. There were hardly any experiences within India to go by, and the experiences of other countries hardly applied to the situation of India. The planners of NAEP, after extensive consultations with field workers made ten-year projections of total coverage of all illiterate persons throughout the country. Even that seemed a gigantic task. The matter came up for decision in the first meeting of the National Board of Adult Education held in November 1977. The approach of the planners was closely questioned by the members, including the political leaders. They wondered whether it is possible to sustain enthusiasm for a programme for so long. They also felt that a real mobilization of all political, social, economic and educational organisations and institutions can lead to quick results. The decision which emerged from that meeting of the Board was to organise a mass movement for universal adult education, particular emphasis being laid on 15-35 age-group, with systematic planning at all levels to be implemented within five years.

Duration of the adult education course

The question was: how long should a systematically organised and regularly attended course be necessary for the required level of literacy and other aspects of the programme? In the past, the main education programmes had required attendance for a few months (generally three months), but the expectations in the Farmers' Functional Literacy programme was participation for six months. The requirement in other countries varied a great deal, but the emphasis was on achievement of levels at which self-study in a self-reliant manner was possible. A small group of technical specialists went into this question and arrived at the essential level of literacy and numeracy which should form part of all programmes (given as Appendix 2). The technical group also recommended that it needed approximately 200 hours to acquire those literacy and numeracy skills. Functional development and consciousness raising were to be a part of the literacy course, as well as to be built into the programme additionally. It was also taken into consideration that daily attendance by most participants may not be possible. Keeping all these factors in view a programme of 300 to 350 hours to be organised in about ten months was envisaged. It was indicated at the outset that the feasibility of this duration would be reviewed after some experience has been gained.

Instructional agency

At various stages of planning, there was a good deal of debate about who should run the adult education centre and what would be that person's rôle. The main point of controversy was the rôle of school teachers. To many educationists, including teachers' representatives, it was self-evident that the centres would be run by teachers - that is how it had always been. On the other hand, conscious of the weaknesses of the primary education system and recurrent complaints of absenteeism among teachers, several field workers and other specialists wanted teachers to be excluded as the instructional agency. After an examination of the various aspects, it was recognized that while the teachers must bear the responsibility for a good part of the deficiencies in the system of primary education, hundreds of thousands of teachers were conscientiously working in very difficult circumstances and they were well-respected in the community. They should not only not be excluded from the adult education programme, but should be fully involved in it. This has been incorporated in the Outline of NAEP in the following words:

> "In spite of several obvious limitations based on the experience of their performance, particularly authoritarianism and rigidities connected with the formal system, the teachers may have to be one of the main agencies for organisation of instructional arrangements in NAEP. Although,ultimately working in an adult education centre could be made an essential part of the duties of the teachers, for the present it would be desirable to keep this entirely voluntary. Even amongst persons who volunteer to take this responsibility, a selection may have to be made of persons who can be expected to be genuinely committed to this programme.(20)

A distinct preference has been case in the NAEP in favour of utilisation of young people as the instructional workers; students as well as non-students. The main consideration behind this preference was the wish to harness the idealism and dynamic vitality of youth for organising development-oriented non-formal education programmes.

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(20) National Adult Education Programme: An Outline, op.cit., p.16.

As far as the students were concerned, there was already the National Service Scheme under which students of higher education are expected to work, on a voluntary basis, for two consecutive years on projects of national reconstruction. Work for NAEP was an obvious area to engage such students. Even those who were not enrolled in the National Service Scheme were expected to run adult education centres, if not individually, in groups . It was emphasized that student involvement would depend on the leadership provided by their teachers and in the creation of an atmosphere in which the students would find this work worthwhile and satisfying. The University Grants Commission set up a sepcial committee to make recommendations on this subject and published guidelines for the work of universities and colleges in the NAEP.(21)

Much greater reliance was placed on village youth. The scheme of Nehru Yuvak Kendras had shown that youth clubs can become potent agents of change and community development. Besides, it was felt that as a result of their involvement in adult education, qualities of leadership may surface among rural youth and an atmosphere created for rural reconstruction. The relevant portion of the outline of NAEP deserves to be quoted in full:

> "There are a large number of unemployed or under-employed village youth with some education who could be entrusted this responsibility after they are given a carefully planned training for necessary up-gradation of their academic level and an orientation for this res-posibility. Besides, village youth who are not unemployed or under-employed but who have had some education could also be motivated to function as organisers of adult education centres. Work among women and tribal people can be greatly facilitated if persons drawn from their groups are re-introduced as peer leaders to organise the adult education centres. Such persons can continue to pursue their vocation and can be paid an appropriate monthly stipend. The unemployed or under-employed youth, who take up this programme on a more or less full-time basis, could also take responsibility for organisation of non-formal education centres for pre-school children or for 6-14 age-group. Apart from providing a most suitable category of adult education instructors, this could also help generate a new class of rural leadership and may also contribute to the reduction of rural unemployment."(22)

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(21) University Grants Commission, Adult Education and Extension Programmes - Guidelines, New Delhi, 1978.

(22) National Adult Education Programme: An Outline, op.cit. p.17.

Implementing agencies, primacy of voluntary agencies

It was obvious from the beginning that the responsibility for implementation of NAEP shall have to be shared by all categories of government and non-government agencies, various types of educational institutions, indeed by all people. However, from the start of the programme, there was recognition of the "special rôle" of voluntary agencies, as mentioned in the Policy Statement and the Outline of NAEP.

India has a long tradition of voluntary action for education and development. Visva-Bharati of Rabindranath Tagore, Servants of India Society set up by a number of liberal educationists, Gujarat Vidyapeeth and several other institutions founded by Mahatma Gandhi, Jamia Millia Islamia of Zikir Hussain and hundreds of other organisations and institutions recall the great heritage of self-help and voluntary work. In adult education too, a review of the past programmes had shown that the voluntary agencies had made a significant contribution in this sphere. But alongside the tradition of voluntary work and recognition of their rôle in education, is also the record of lurking distrist towards these agencies among political leaders and officials in government. They refer to numerous examples of misuse of funds, departure from established norms and existence of vested interests in voluntary agencies.

Planning of the NAEP, as has been mentioned already, was a joint effort of several categories of people, which included representatives of central and state governments as well as of voluntary agencies. On the question of involvement of voluntary agencies the Working Group did not take long to make a decision. It said the voluntary agencies should be accorded a place of precedence among the various implementing agencies.(23) In taking this decision the Working Group was guided by the following considerations :

(a) Flexibility in instructional arrangements and diversification in regard to curriculum and methods have been emphasized in the NAEP. Owing to their size and tradition, the voluntary agencies are best suited to run such programmes.

(b) The same applies to innovation. The NAEP, its Outline and the plan prepared by the Working Group are mere starting points - to be modified where necessary on the basis of innovation and experiences.

(c) From the point of view of motivation of learners and workers local contact of the implementing agency is of paramount importance. Most voluntary agencies have had the benefit of such contacts.

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(23) Draft Report of the Working Group, op.cit. p.52

(d) The administrative arrangements in the NAEP envisage a team relationship rather than hierarchies. It is also considered necessary that powers are decentralised, not only in administrative matters, but also on academic issues. Voluntary agencies are better able to organise such administrative arrangements.

(e) The fact that several voluntary agencies have cadres of dedicated workers, puts them in a distinctly advantageous position.

Having recognized the special rôle of voluntary agencies, its corollary was to treat them as partners and to rearrange the system of planning, administration, financing, evaluation, etc., in line with the new approach. The Working Group emphasized that in planning and administration the voluntary agencies should be consulted before decisions affecting them are taken. It was also decided that the grant-in-aid to them should be substantially liberalised, but voluntary agencies should raise their own resources for items of expenditure not falling in the pattern. In regard to supervision, the traditional system of inspections was replaced by systematic evaluation. A framework was thus created in which the voluntary agencies could function with dignity and could nurture initiative for innovation.

In providing support to voluntary agencies there was a danger that narrowly communical organisations may enter the NAEP and vitiate the atmosphere. Therefore, special provision was made to exclude such agencies from the programme. There were numerous instances of such agencies having received support of State Governments and they challenged the decision of the Central Government to keep them out of the programme. However, the National Board of Adult Education and the Ministry of Education stuck to their ground and the communual agencies were kept out of the programme.

State Resource Centres (SRC)

The meeting of the Central Advisory Board of Education held in early 1976 endorsed the resolution of its Standing Committee on Non-formal Education requiring the establishment of SRCs in States. In 1976 itself two SRCs were approved for support by the Central Ministry of Education - one in Maharashtra and the other in Rajasthan. Soon thereafter Literacy House, Lucknow, was designated as a SRC for Uttar Pradesh. These SRCs were set up with voluntary agencies and just a couple of positions were santioned to them by way of staff. By the time preparations commenced for the NAEP, the experience of these SRCs was available.

For the formal education system, particularly at the primary stage, the Central Government had supported establishment of State Institutes of Education and State Institutes of Science Education. These institutes were intended to improve the level of syllabi, textbooks, instructional methods, teacher training, methods of supervision, etc. They were also expected to undertake research and evaluation studies. A review of these institutes showed that although they started with a great deal of enthusiasm, within a few years of their establishment they became a part of the administrative mould, like a wing of the state directorates of education. Frequent transfer of personnel and unimaginative placements went against development of professional competence and burdensome administrative procedures reduced the scope of their impact on the educational system.

The rôle and functions of SRCs and the manner in which its operational aspects were conceptualized required an organisation which would have facility in securing available expertise on an ad hoc or long-term basis, which would be able to provide resource support to the programme quickly, and which would be able to conform to the conceptual objectives of the NAEP. From these points of view, and keeping in view the experience of State Institutes of Education and the State Institutes of Science Education, it was decided, that as far as possible, SRCs should be set up with voluntary agencies or with universities. Only where neither of these was feasible were SRCs to be established under the auspices of State Governments, with an insistence that an autonomous body is created for this purpose.

The Ministry of Education had a general idea about the functions of a SRC when the scheme was started in July 1976. After the decision to launch the NAEP, this scheme acquired a new urgency and much greater significance. A conference was called in August 1977 of institutions which had already been identified as SRCs, of representativesof state governments and of other concerned ministries of Central Government (namely Finance, Health and Family Planning, Agriculture and Rural Development) to chalk cut the functions and set up of SRCs.(24) The Conference made specific recommendations regarding the functions of SRCs. Those recommendations were endorsed by the Working Group and adopted by the Central Government. The functions of SRCs as spelt out by the Conference were as follows:

(i) Organisation of seminars, symposia, lectures, etc. for wide understanding of the concept and objectives of NAEP.

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(24) Directorate of Adult Education, Government of India, Record of the Conference on SRCs, 19-20 August, 1977, New Delhi, 1977.

(ii) Preparation of curricula and teaching/learning materials. At the initial stages it may be ncessary for SRC to prepare these for the use of all expected users - in the regional language, main dialects and the language of linguistic minorities.

(iii) Organisation of training programmes, support to training programmes organised by other agencies, preparation of materials to support training programmes.

(iv) Preparation of guidelines for post-literacy and follow-up action, production of continuing education literature, development of models and methods for such activities.

(v) Evaluation, research and innovation.

(vi) Bringing out of publications (only in regional language).

(vii) Assistance to the mass media (particularly radio and TV) in organisation of programmes of adult education.

The scheme of SRCs has been treated as an important innovation by a number of educationists.(25) The mode of functioning of SRCs also has a number of unusual characteristics which make these institutions uniquely suited to provide resource support for a programme like the NAEP. Some of these are mentioned below.

(i) Organizational flexibility - By setting up the SRCs as a part of the work of voluntary agencies or universities certain essential elements of organizational flexibility have been built into the whole scheme.

(ii) Integration of SRC with the process of implementation of the NAEP - The director of SRC is an ex officio member of the State Board of Adult Education and of the Steering Committee. A SRC is also expected to be closely involved with the system of monitoring and evaluation. Besides, it has to play a special rôle in involvement of voluntary agencies and universities in the implementation of the programme. Moreover, the functions of the SRC make it an integral part of the implementation process. In this manner, SRC is expected to serve as an instrument for maintenance of the quality of the programme and for ensuring that the programme in the field adheres to the policy objectives.

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(25) For a thorough treatment of a SRC as an innovation see Naik, Chitra, Breaking the Barriers of Educational Orthodoxy: The case of the State Resource Centre for Non-formal Education in Bulletin of the Indian Institute of Education, Pune, 1980, p.37-63.

(iii) Resource co-ordination - The size of staff in SRCs has been kept very small. Starting with just one or two functionaries, their number was gradually increased and there is constant reiteration of the idea of resource co-ordination, rather than resource institutionalization. The concept of resource co-ordination acknowledges the existence in the institutions around SRCs, and in the community itself, the presence of numerous gifted people who can contribute to resource development. Howsoever large the SRC, it could never secure the services of these people on a full-time basis. Therefore, by co-ordinating the available resource in the community a SRC is supposed to develop networks which would be mutually reinforcing. From the practical point of view, this kind of arrangement has helped SRCs to overcome the difficulties in recruitment of staff and the resultant delays in getting organized for effective work, while at the same time keeping the costs low.

(iv) Resource decentralization - While at the beginning SRCs were expected to provide practially all the resource services to get the programme started, the emphasis was on decentralisation of resources - to build it up at the district and the project level, even the adult education centre being made a part of resource decentralisation by developing locally relevant curricula and teaching and learning materials, and to secure the participation of the community in this process. On the physical plane the SRCs are not expected to become publishers and printers of instructional materials or set up large training facilities. The vitality of the resource structure is strengthened if printing and publishing is decentralised and training is organised at local level involving local people as resource persons.

(v) Annual review - Conferences of the kind organised in August 1977 were also organized in the following two years. These conferences provided an opportunity to review the work done by the SRCs, to plan co-ordination between the SRCs on the one hand, and the State Governments and the various implementing agencies on the other, and to examine the nature of additional support that should be provided to SRCs.

V. THE NATIONAL ADULT EDUCATION PROGRAMME

Target

The NAEP aims at extension of educational facilities to the entire population of approximately 100 million illiterate persons mainly in 15-35 age-group within about five years, beginning with April 1979. The incidence of illiteracy and social disability being much higher among women and persons belonging to the Scheduled Castes and Scheduled Tribes, a priority is to be given to them in organisation of programmes.

Table 5. Projected coverage under the NAEP

Year	Annual coverage (in millions)	Cumulative coverage (in millions)
1	2	3
1978-79(year of preparation)	1.5	1.5
1979-80	4.5	6.0
1980-81	9.0	15.0
1981-82	18.0	33.0
1982-83	32.0	65.0
1983-84	35.0	100.0

Source: National Adult Education Programme: An Outline, op.cit.

The Outline of the NAEP clarified that these were effective targets and even in efficiently organised programmes there was a possibility of about one-third wastage. In operationalisation of the programme, and in planning annual enrolment, this aspect had to be kept in mind.

It was emphasized that although tentative targets have been laid down, their annual phasing shall have to be worked out on the basis of the level of achievement reached in a preceding year. Apart from the coverage accomplished in the preceding years, other factors to be taken into consideration were the maintenance of quality of the programme and results of evaluation. In other words, it was visualized that the programme is not to be allowed to expand in an unrestricted manner and periodic correctives are to be introduced before expansion. An arrangement of balance between quantity and quality was to be worked out.

There was also the vision of beyond 1983-84. In a note of optimism, the Outline of NAEP says:

> "What is aimed at is that by 1983-84 a capacity to organize adult education programmes for 35 million persons would be built up. At that stage it would be necessary to diversify the programmes - the aim then would be to strive for a learning society in which life-long education is a cherished goal."(26)

Conceptual frame

In emphasizing correlation between working, living and learning, NAEP has borrowed heavily from Gandhiji's basic education (Nai Taleem). In its methods, NAEP incorporates the essential features of non-formal education, particularly in emphasizing relevance to the environment and learners' needs; flexibility regarding duration, time, location, instructional arrangements etc.,; and diversification in curriculum and teaching and learning materials. In conformity with the ancient Indian adage sa vidya ya vimuktaye (27), which finds its echo in many a recent thinker, education is viewed as a means of man's liberation. Again it follows Gandhi, Tagore and Julius Nyerere in emphasizing the importance of development of people as the only means of development of the country.

The conceptual framework of NAEP has been concretised by emphasizing three aspects of the content:

Literacy and numeracy - of a sufficient level to enable the learners to continue self-reliant learning. (28)

Functional development - functionality viewed as the rôle of an individual as a producer and worker, as a member of the family and as a citizen in a civic and political system.

Social awareness - including an awareness about the impediments to development, about laws and government policies, and the need for the poor and illiterate to organise themselves for pursuit of their legitimate interests and for group action.

The conceptual position of the NAEP, however, extends well beyond these elements, and a somewhat clearer picture about it can be had by a perusal of the Policy Statement (Appendix 1).

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(26) National Adult Educational Programme: An Outline, op.cit. p.8.

(27) Literally: Education is, that liberates.

(28) Description regarding the level of literacy may be seen in Appendix 2.

Operationalization of the NAEP

Actual adult education activities are organised through adult education centres, established in villages and urban communities. In setting up adult education centres, priority is expected to be given to women and persons belonging to the Scheduled Castes and the Scheduled Tribes. This implies that, as far as possible, in any locality or a village the first centre to be established should be for women and for persons of the Scheduled Castes and the Scheduled Tribes. The same priority is to be given in selection of instructors and the supervisory staff. A centre is to be organised by an instructor who is paid an honorarium of Rs.50 (equivalent to about US$1) per month. The instructor of the centre is assisted in his work by the field level government functionaries as well as other knowledgeable persons. For example, when the subject of discussion in the centre is improved agricultural practices, the instructor can secure the services of the Village Level Worker or the Agriculture Extension Officer. Similarly, when subjects of health and family planning are under discussion, the Auxiliary Nurse Mid-wife or other staff of the Primary Health Centre would participate. Whenever the participants discuss their credit plans, functionaries of co-operative societies or commercial banks would join in. In this manner the adult education centre is to be a centre for literacy learning, involvement of the participants in the process of development, as well as for recreation and cultural activities. The period during which learners participate in the adult education centre is expected to be between 300 to 350 hours, or 9-10 months.

Post-literacy and follow-up activities form an essential and integrated part of the programme. Before conclusion of the 9-10 month programme of an adult education centre, preparations have to be made for organisation of a continuing education centre in each village or urban community. These centres would provide library and reading room facilities, training courses for functional development, as well as group action and group organisation activities.

The responsibility for organising an adult education centre is expected to be entrusted to whosoever is best equipped to shoulder it. The honorarium provided is to ensure that the work of an instructor is to be viewed as almost voluntary. For this purpose school teachers, whenever they reside in the place where the centre is to be started have the necessary motivation to do this work, as it is very much easy. The

other most suitable agency is the local youth. Wherever such youth can do some other work, e.g. as Community Health Worker or milk recorder or village pre-school child-care incharge, there would be scope for full employment. Another suitable instructional agency are the students, who can participate in this programme in a big way on a purely voluntary basis. Besides, ex-servicemen and other retired personnel could also take the instructional responsibility.

As far as the responsibility for running of projects is concerned, the most appropriate agency was thought to be the voluntary agencies engaged in programmes of education or social development. Most of these agencies have a contact with the people and they can secure banks of committed workers. In addition to the voluntary agencies, educational institutions - particularly universities and colleges - can take up responsibility for organisation of adult education activities. The students could also make contribution on part-time basis to supplement the instructional programme and by running child-care centres for women who participate in the adult education centres. Organisation of post-literacy and follow-up programmes, particularly in urban areas, is to be the responsibility mainly of students. Non-student youth are to be involved in the programme through Nehru Yuvak Kendras. Besides, employers are expected to organise programmes for their workers. Local bodies - i.e. municipalities and panchayati raj institutions - have close contact with the people of the area and can be an appropriate implementation agency. In areas where none of these agencies are able to take up implementation responsibility, it is shouldered by the State Government. In doing so the government is expected to make judicious selection of the various project functionaries and to let these functionaries work with maximum possible autonomy.

An important aspect of the NAEP is the emphasis on resource development. Resource development includes publication of teaching and learning materials, training, evaluation, and guidance regarding post-literacy and follow-up programmes. At the apex of the resource structure is the Directorate of Adult Education of the Ministry of Education and each State has a State Resource Centre(for a list of SRCs, see Appendix V). It is expected that in each district there would be a District Resource Unit, with the District Adult Education Officer as its co-ordinator. This District Unit is expected to provide support to the project in planning, resource development and supervision of the programme.

Training of adult education functionaries has been given a place of special importance in the NAEP. No training programme for them is to be for a period of less than 21 days, to be followed by recurrent training. Training of instructors is to be organised by the project agency itself. For this training it may take the help of other similar agencies in the district and specially designated resource persons who are to be trained by SRCs. In addition, it is proposed to prepare a number of training films which would be available in each district. All training programmes and teaching and learning materials are to be pre-tested, and also subjected to impact studies.

Types of programmes

It is inconceivable that uniform type of adult education programmes would be launched in a country of the size of India, with federal polity and a long tradition of pluralism. The need for flexibility regarding the type of programmes increased due to the diversity of agencies expected to be involved in implementation. Therefore, it was made clear that implementing agencies may organise programmes which may seem suitable to them. They should make decisions keeping in view the local situation, and the interest of the learner. The categories of programmes which were considered feasible were:

- Literacy with assured follow-up.
- Conventional functional literacy.
- Functional literacy supportive of a dominant development programme.
- Literacy with learning-cum-action groups.
- Literacy for conscientization and formation of organisations of the poor.(29)

It was, however, underscored that all programmes would be drawn up and implemented within the framework of the Policy Statement. This is one of the aspects which was to be overseen by the Central Government and checked in various instrumentalities of evaluation.

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(29) National Adult Education Programme: An Outline, op.cit., p.12.

VI. THE PHASE OF PREPARATION

Emphasis of preparation

Among the planners of the NAEP there was a deep awareness regarding the essentiality of preparatory action before the launching of the programme. For all practical purposes, the details regarding the programme had been finalised in November 1977 (in the first meeting of the National Board of Adult Education); it was decided that the formal launching of the programme may be on the birthday of Mahatma Gandhi (2 October 1978); but the first year of the programme was to commence in April 1979 and the time until then was treated as the phase of preparation. Referring to preparatory action, the Outline of the NAEP listed the following ten items: (30)

(1) Substantial stepping up of the programme from the existing level of approximately 0.5 million to at least 1.5 million in 1978-79.

(2) Creation of an environment favourable to the launching of NAEP.

(3) Preparation of case-studies of some significant past experiences, particularly those where the failures or successes have a bearing on the planning and implementation of NAEP.

(4) Detailed planning of the various segments of the programme by appointment of expert groups - this would include preparation of detailed plans for each State and Union Territory.

(5) Establishment of necessary structures for administration and co-ordination and necessary modification of procedures and patterns.

(6) Identification of various agencies, official and non-official, to be involved in the programme and taking necessary measures to facilitate the needed level of their involvement.

(7) Undertaking of necessary exercises to clarify the required competencies, particularly in literacy and numeracy, which would form part of all field programmes.

(8) Development of capability in all States for preparation of diversified and need-based teaching/learning materials as well as making available teaching/learning materials for starting the programme.

(9) Development of training methodologies, preparation of training manuals as well as actual training of personnel at various levels to launch the programme.

(30) National Adult Education Programme: An Outline, op.cit., p.6-7.

(10) Creation of a satisfaction system of evaluation and monitoring as well as the required applied research base.

In its first meeting, held in November 1977, the National Board of Adult Education expressed deep concern regarding the preparation for launching of the NAEP. It wished to create a mechanism to make suggestions regarding the kind of preparatory action that may be taken and to oversee the success in the various aspects of this activity. Hence a Committee on Preparatory Action was set up by the Board under the Chairmanship of V.K.R.V. Rao. The Committee held a number of meetings and reviewed the progress in regard to preparatory action.

Reference has been made in the different sections of this paper regarding the preparatory steps taken before the start of the programme. Here we shall mention three aspects which have not been covered elsewhere:

(1) Creation of environment - The need was for replacement of the spirit of cynicism and despair, which characterised the attitude of the "educated" and the "informed" people towards mass education programmes, by hope and confidence. Expression of commitment by political leadership in and outside government helped a great deal in this effort. Mobilisation of the mass media also served an important purpose. Radio and TV, being under the control of government, gave programmes with a strongly optimistic note. Film documentaries on literacy were shown along with commercial cinema. Newspapers and periodicals were requested to draw public attention to the various aspects of the NAEP. Their attitude was often unsympathetic to the programme. Nevertheless it helped in attracting attention to the various aspects of the adult education scene. Every college in the country was requested to organise a seminar on the NAEP to which, apart from students and teachers in educational institutions, people from government, industry, trade unions etc. were to be invited. Towards the end of 1977 such seminars were organised by over two-thirds of all the approximately 4,500 colleges.

(2) Involvement of implementing agencies - A beginning had to be made by involving in the programme the various ministries of the Central Government and the State Governments. The Minister of Education and the Permanent Secretary established contact with their counterparts through correspondence and meetings. As a result, practically each ministry of the Central Government set up a committee to examine the rôle it could play in the NAEP. The outcome of these exercises

was impressive: each ministry set a target for itself and examined ways of allocating funds for this purpose. Involvement of the State Governments was even more crucial. It was achieved by securing participation of the ministers and senior officials in all stages of planning of the NAEP. Besides, officials of the Education Ministry paid regular visits to the States to follow the matter up. For involvement of voluntary agencies, help was sought from their state-level and national-level federations - such as Indian Adult Education Association, Gandhi Peace Foundation, National Federation of Agencies working among the Scheduled Tribes, etc. To serve the co-operation of the institutions of higher education, the help of the University Grants Commission and the Association of Indian Universities was taken. Gradually, an environment was getting built up in which it would have become most difficult for any agency not to actively co-operate with the programme - this was the result of a multi-pronged drive comprising political pressure, administrative initiative, large-scale reorientations and mutual symbiosis.

(3) Resource development - Training and production of suitable instructional material were the two critical things without which the programme could not have been properly launched. Two sequential seminars on training were organised : at Udaipur (Rajasthan) from 16 to 25 January 1970, and at Pune from 6 to 17 February, 1978. As a result of the work done in these seminars a handbook was bought out for training of project officers, supervisors and instructors.(31) The Handbook spelt out possible methodologies, content, organisational problems, etc. Every SRC took responsibility for training of project officers and supervisors - and the project agencies themselves organised training of instructors. For instructional material, the Directorate of Adult Education, with the help of SRCs, prepared a catalogue of all available material.(32) Additional materials were brought out by the SRCs and when the NAEP was formally launched on 2 October, 1978, an exhibition of all the available materials was organised. It was clear that from this point of view satisfactory arrangements had been made for the start of the programme.

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(31) Directorate of Adult Education, Government of India, Training of Adult Education Functionaries - A Handbook, New Delhi, 1970.

(32) Directorate of Adult Education, Government of India, Catalogue of Literacy and Post-Literacy Materials, New Delhi, 1978.

VII. ADMINISTRATION OF THE NAEP

The Policy Statement and the Outline of the NAEP had emphasized that suitable administrative structures should be created from the beginning of the preparatory stage. In fact this was considered to be a pre-condition for evolving appropriate planning processes and for ensuring that the administrative structures are attuned to the concept and objectives of the Programme.

The Project Level

The critical level in the administrative and planning process being the field level, it was decided to plan and implement the field programme as projects. The size of the project level unit, for which a suitable administrative structure was to be visualised, had to be decided with care. The main characteristics of such a unit were envisaged as follows:

- where it may be possible to deal with reasonably homogeneous groups;
- where the environment has more or less common characteristics;
- where there is no overlap in administrative jurisdications;
- where communications are feasible and the project area is easily accessible from the project headquarters; and
- where there is commenness in the development programmes.

Ordinarily, it was thought, a project area should be coterminus with one or two community development blocks, and to the extent possible, there should not be more than one project in one block. The minimum desirable number of adult education centres in one project were assumed to be 100 and the maximum 300. Accordingly, it was thought, the project would ordinarily provide educational programme for about 3,000 to 10,000 persons. It was expected that a project would start with a smaller size and would come to its optimum level in one or two years. However, during the stage of implementation it transpired that a number of voluntary agencies, most colleges and the Nehru Yuvak Kendras were not able to run large projects. Therefore, projects with 30 and 60 centres were also considered viable, the expectation being that they would gradually increase the number of centres to at least 100.

It was emphasized from the beginning that close and dynamic link should be established between the project and the developmental programmes in the project area. It was also envisaged that some of the projects would form part of a dominant developmental activity, such as Integrated Tribal Development, Integrated Rural Development, Small Farmers Development Agency etc. Even where an adult education project did not form part of

a dominant development programme, inter-dependence between programmes of socio-economic development and adult education were to inform the work of a project. This was considered to be an effective means of co-ordination between the development programmes and the project activities. Co-ordination was considered important not only between adult education and the development projects, but with the machinery of law and order as well. The reason for this emphasis on co-ordination was the expectation that the project activities could often aim at organizing the rural poor which could (a) generate developmental expectations for the fulfilment of which the administrative machinery must exert; (b) create social tensions which will need imaginative handling; and (c) provide an extraordinary opportunity for the success of the development programme which should be seized by the district administration.

The project is visualized in the spirit of autonomy. Its administrative autonomy consists in the absence of unnecessary inspections and "visitations" by senior level functionaries. The entire administrative structure in a project is under the control of the project officer who is expected to function as the first among equals, leading a team rather than driving it. From the financial point of view, it was hoped, the project staff would be autonomous in the sense that funds required for project implementation would be spent more or less without any reference of a superior authority. The project officer was also to have clear delegation of powers and flexible norms for incurring expenditure.

Another aspect of autonomy of a project consists in its being a resource unit, especially in respect of:

(i) Training - Particularly pre-programme training of the instructors. The project officer and his colleagues are also to determine the need for their own further training and in co-operation with the State Eduction Department and State Resource Centre are expected to avail of opportunities for further training.

(ii) Teaching/Learning Materials: On the basis of an assessment of the needs of the learners and keeping in view the guidelines provided by the State Government, State Resource Centre and the Central Directorate of Adult Education, curricula is to be developed and teaching/learning materials prepared or adapted to suit the needs of the clientèle.

(iii) Evaluation and Monitoring - A system of evaluation and feedback was built up for the project management to identify deficiencies in the implementation of the programme and to take remedial measures.

(iv) Post-literacy activities - Follow-up action not only for retention and use of literacy, but harnessing of interest in development programmes is one of the essential activities of the project staff.

The staffing pattern for the projects was worked out keeping in view the rôle and responsibilities of the project. The project is headed by a senior-level project officer and assisted by an assistant project officer if the size of the project is large. In addition, an assistant project officer is envisaged for post-literacy and follow-up activities. Each large project is expected to be provided with a jeep for mobility and necessary clerical and accounting staff. Each project is also to have adequate supervisory system and supervisors are provided for a group of 30 adult education centres. The pay of a supervisor is approximately Rs.500 per month plus expenses required for travel and per diem.

One of the issues which arose at the stage of planning of the NAEP was whether the supervisory machinery for adult education should be integrated with that of the formal education, or should be separate. Several considerations weighed in the taking of decision on this issue. On the one hand, it was argued that when a supervisor visits a village he could supervise the school as well as the adult education centre; cost-wise this was thought to be economical, and mutually good for adult education as well as the formal system. On the other hand, it was pointed out that the existing supervisory system in formal education is inefficient and even if its expansion were made, it could not be expected to change its present character. Besides, the principal task of a supervisor of adult education centres would be to help in co-ordination with the various development programmes and to assist the instructors with their development-oriented programmes. Moreover, the fact that the supervisors of the schools seldom stayed at night in the villages also seemed to disqualify them as the suitable agency for supervision of adult education centres. Although the Working Group was distinctly in favour of separate supervising machinery, the matter was left to the discretion of the State Governments. In reality, practically every State has taken a decision to have separate supervisory arrangements.

Each project was expected to have a project advisory committee. Its membership was to include the Block Development Officer, the person in charge of the Primary Health Centre, a few other developmental functionaries, some popular representatives and persons connected with formal education. It was intended to provide guidance to the project staff and to help in co-ordination of its activities. However, these committees have not yet been set up in most of the States.

District Level

The rôle of the district level administration is to organise co-ordination:

(a) among the various adult education activities within the district;

(b) between the formal system of education and adult education programmes; and

(c) between adult education projects and the various developmental agencies.

The district administration is also responsible for organising evaluation and monitoring of the programme and to ensure that timely reporting of the progress takes place.

The head of the adult education programme in the district is the District Development Officer (33), who, owing to his position in the administrative system, can best oversee implementation of the programme. Each district is also provided with a District Adult Education Officer (DAEO), assisted by a small staff. The decision to keep the office of DAEO small was taken with a view to reducing bureaucratisation and encouraging personal contact between the DAEO and project staff. The DAEO is also the co-ordinator of the District Resource Unit, proposed to be set up in all districts as decentralised resource development agencies.

In all districts there is to be a District Adult Education Committee (DAEC) charged with the responsibility to co-ordinate and oversee the programme. The District Development Officer is the Chairman of the DAEC and its membership includes adult education project officers, district development officers (e.g. those dealing with Agriculture, Co-operation, Health and Family Planning etc.), persons drawn from the system of higher education, trade unionists, social workers etc.

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(33) Variously known as District Collector, District Magistrate, Chief Executive Officer etc.

State Level

The principal responsibility for planning and administration of the NAEP rests with the State Governments. For doing so, the State Government has to secure co-operation of the various agencies, political parties, labour and youth organisations and individuals having interest in the Programme. Each State has a Directorate of Adult Education (in a few States, these Directorates form part of the Directorates of School Education) with adequate staff and facilities. Funds for strengthening of the administrative set-up, at the state as well as the district level, are provided by the Central Government. The functions of the State Directorates of Adult Education are:

(a) to be responsible for implementation of the programme in the state in accordance with the objective of the NAEP and the targets set by the State Government;

(b) in co-ordination with the SRC, to ensure that adequate arrangements exist for resource support to the programme, particularly in regard to instructional material and training;

(c) to generally oversee the programme implemented by the various agencies, and to be particularly responsible for those run by the State Government;

(d) to provide secretariat to the State Board of Adult Education; and

(e) to ensure proper monitoring and evaluation, and on the basis of data received and studies made to keep the state government apprised regarding the status of the programme.

In discharge of their functions, the State Governments and the SRC are to be advised by the State Board of Adult Education (SBAE). The SBAE is headed by the Chief Minister or the Education Minister of the State and includes the Ministers responsible for major development programmes (e.g. Rural Development, Agriculture, Health and Family Planning, Co-operation and Community Development), political leaders, educationists, adult education experts, social workers etc. As the SBAE is not to meet frequently, the need was felt for creation of another group which could effectively oversee implementation of the Programme in the State. Consequently, the Steering Committees headed by the Chief Secretaries of States, have been set up in practically all the States and are functioning as the means to sort out administrative bottlenecks and improve co-ordination of the adult education with other development programmes.

Central Level

The Outline of the National Adult Education Programme has emphasized that while the responsibility for planning and implementation of the State Programme shall rest with the State Government the Central Government also has to play an important rôle in the NAEP. The rôle of the Central Government can be spelt out as follows:

(a) Policy formulation and issue of guidelines for implementation of the NAEP and assistance to the States in planning of the State Adult Education Programmes.

(b) Making attempts to see that the planning and implementation of the programme at the state, district and project levels is in conformity with the Policy Statement on Adult Education.

(c) Co-ordination at the national level with a view to securing involvement of the various official and non-official agencies including trade and industry, organisations of workers and peasants, students and youth, and voluntary agencies.

(d) Provision of leadership in creation of an environment favourable to the NAEP, particularly by manifesting the political commitment of the country's leadership and use of mass media.

(e) Necessary piloting for mobilisation of financial resources.

(f) Provision of financial support for involvement of youth and voluntary agencies.

(g) Resource development - particularly development of methodologies for training, curriculum development, production of teaching/learning materials, and evaluation.

(h) Monitoring and evaluation, innovation and research.

The administrative and technical organisation at the Central Level had to be strengthened. While matters connected with policy, planning, the voluntary agencies and youth mobilization are dealt with in the Ministry of Education, the Directorate of Adult Education (DAE) functions as the national resource agency. The functions of the DAE include co-ordination with and overseeing of the work of SRCs, advice on technical matters to the Ministry of Educaton, development of methodologies for training, preparation of teaching/learning materials, and organisation of research. Besides, the DAE is the apex of the national monitoring system and is expected to feed the Ministry of Education and, through it, the Council of Ministers and Parliament with an analysis of available data regarding the state of the Programme.

Soon after the decision was taken to launch the NAEP, the Central Government established the National Board of Adult Education (NBAE). The Board was required to advise the Government regarding planning and evaluation of the adult education programmes and to facilitate co-ordination among the various official and non-official agencies. The Education Minister of the Central Government was its chairman, and its membership included central Ministers incharge of Planning, Agriculture and Rural Development, Labour, Health and Family Planning, and Information and Broadcasting; five ministers of education from amongst the States (to be members by rotation); certain senior officials; and nine eminent non-officials with experience and expertise in the field of adult education. The Board was required to meet at least twice each year. Its first meeting took place in November 1977. In the first couple of years, the NBAE met twice a year and discharged the expected functions.

General considerations regarding personnel

Mere creation of administrative structures at the central, state, district and project levels is not sufficient. It is even more important to ensure that the pre-requisites for efficient functioning of various functionaries are built into the whole system. Some of the important considerations in this connexion, which were emphasized from the beginning, are:

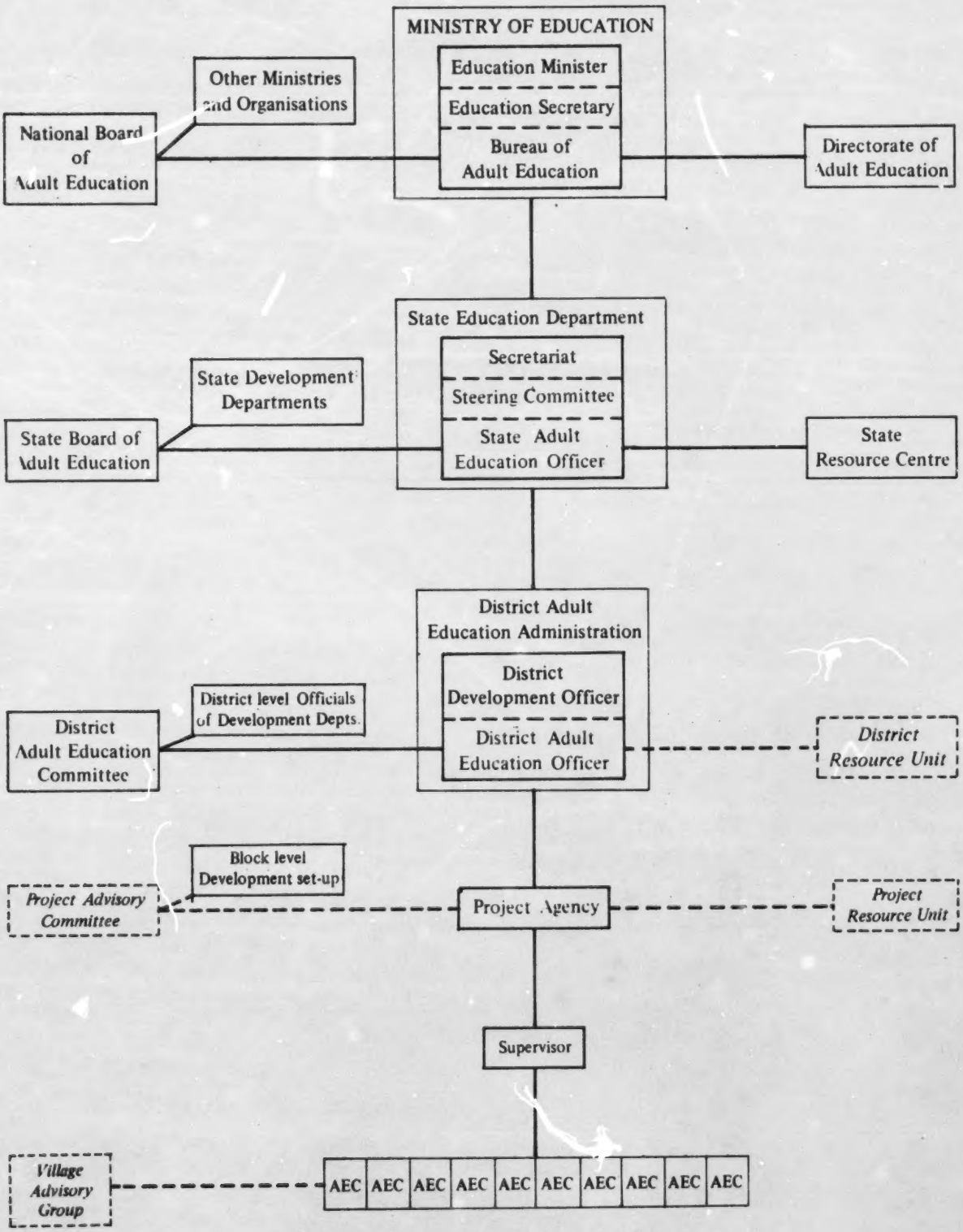
(a) Scales of pay - The scales of pay of staff working for adult education at various levels should be comparable with appropriate levels in education or development departments.

(b) Selection procedures - Rather than placing reliance on routine promotion or non-selective transfer from other cadres, persons who have given evidence of interestin adult education and those with special drive should be assigned this responsibility. Necessary flexibility in regard to procedures must be provided.

(c) Cadres from which selection may be made - Staff appointed at the state, district and project levels must not be confined to Education Departments. Specially selected persons from other ranks can greatly strengthen the implementation machinery, and their selection ought to be encouraged.

(d) Appointment of women - As women constitute 62 per cent of the target population in the NAEP, it would be important to appoint women on various positions at the state, district and projects levels. Women should be given precedence in such appointments.

Figure 1. Administrative, advisory and resource structure in NAEP.



Training of administrative personnel

A great deal of importance has been given in the NAEP to the training of administrative personnel. In view of the fact that the NAEP marked a significant advance in the conceptual framework, a thorough re-orientation of the existing personnel and a systematic training of new personnel was essential. It was also considered necessary to review the training methods and institutional arrangements. The Directorate of Adult Education undertook a review of the programmes being organised and necessary modifications in the approach and methods of training were introduced. There is a great deal of emphasis on recurrent training and every person working in the NAEP is expected to receive reorientation at least once every year.

The training of field level administrative and supervisory personnel (project officers, assistant project officers, supervisors, etc.) is the responsibility of SRCs. Most SRCs organise the training programme themselves. In the States where the SRCs are not fully equipped with hostel facilities and in the States where the programme is so large that the SRCs cannot shoulder the entire responsibility, help is taken of other co-operative institutions. The State Directorate of Adult Education is fully involved in the planning and organisation of the training programmes. In addition to the institutional training and retraining programmes for the project staff, the SRCs, State Directorate of Adult Education and the District Adult Education Officers are expected to organise for them study tours and seminars for exchange of ideas and experiences.

Importance is also given to the training and orientation of the senior level administrative personnel - Directors and Adult Education in the States, Deputy Directors, District Education Officers, heads of voluntary agencies, etc. The expectations from these functionaries were rather unique for the Indian administrative traditions. The District Adult Education Officers were expected to undertake spatial planning, not to inspect the projects but to enable them to function in a spirit of autonomy, and to work intensively to secure co-operation of all developmental agencies. On the whole, the aim has been to create a new administrative culture - which rather than bestowing favours and regulating, the system had to play a promotional rôle and to treat the various implementation agencies as partners. To impart this orientation is not easy and the principal

responsibility for it was entrusted to the National Institute of Educational Planning and Administration (NIEPA). Working in close co-operation with the Ministry and the Directorate of Adult Education, NIEPA organised almost one orientation programme every month. These programmes have been marked by innovative methods and have made a distinct impact on the administration of the NAEP.

Attempts have also been made to organise training and orientation programmes for development administrators who can contribute to the success of the NAEP. The National Institute of Rural Development, Hyderabad and several State Institutes of Public Administration have been involved in organisation of these programmes. In addition, seminars and discussions have been organised for senior level administrators and development planners. The category of personnel who have received special attention in this regard are the District Development Officers, who have the responsibility for successful implementation of the NAEP at the district level. Besides, heads of departments in State Governments dealing with agriculture production, rural development, health and family welfare, development of persons belonging to the Scheduled Castes and the Scheduled Tribes etc. have participated in reorientation programmes.

Financial Projections

Cost estimates in connexion with the implementation of the NAEP were worked out carefully. The cost per person enrolled in adult education programmes was calculated at the rate of Rs.60. Since approximately one-third of the participants may drop out, the effective cost per learner came to Rs.90/-. However, as the duration of some of the programmes may be shorter, and some voluntary contribution may also be made, the effective cost per learner was assumed at Rs.80/-. This, however, did not include the expenditure on planning and administrative structures, on evaluation and monitoring and on post-literacy and follow-up activities.

The effective target under the NAEP being 100 millions during 1979-84 the requirement of funds was worked out as follows:

100 million x Rs.80.00	Rs. 8,000 million
add 10% - Administration and Evaluation cost	Rs. 800 million
Total	Rs. 8,800 million
add 20% - Post-literacy and Follow-up cost	Rs. 1,760 million
GRAND TOTAL	Rs.10,560 million

However, the provision made in the Medium-Term Plan (1978-83) was only Rs.2,000 million, as against the requirement of Rs.6,860 million for this period (the balance out of Rs.10,560 million related to the first year of the next Plan period). This was in the nature of an initial allocation and depending on the programme getting off to a proper start, the Planning Commission assured that the necessary additional funds would be provided.

VIII. MONITORING AND EVALUATION

General considerations

From the initial phases of planning of the NAEP, enormous importance was given to monitoring and evaluation. The Outline of the NAEP includes the following paragraph:

> "Monitoring, evaluation and applied research - A mass education programme, inevitably, faces the risk of considerable wastage and misreporting. In this connexion the importance of systematic monitoring and evaluation cannot be exaggerated. It must permeate the entire programme and should provide feedback for introducing necessary correctives from time to time. It is also important to have inbuilt arrangements for applied and co-ordinated research so that the experience of NAEP is systematically analysed and provides guidelines for future action. The Central Government and State Governments are naturally interested in systematic monitoring. Universities and institutions of higher education as well as SRCs will have an important rôle to play in evaluation and applied research. Monitoring and evaluation mechanisms should get

built at the district and project levels also, for it is mainly there that the feedback has to be used for introduction of correctives".(34)

The Working Group had gone into some detail to analyse the difficulties in development of a satisfactory system of evaluation and monitoring. It noted that monitoring, evaluation and research cannot be substitutes for a well managed programme. They are essentially tools for identification of the strength and weakness of the system and to evolve means to redesign the programme or to make the objective operationally more realistic in order to ensure effective implementation of the redesigned programme under the given constraints and available resources - both material and human. Reviewing the past experience the Working Group stressed the fact that although evaluation was almost always recognised as an indispensable part of the programmes, in reality such hopes were seldom realised.

Another aspect about which the Working Group expressed a keen awareness was the fact that although NAEP was visualised to be a programme of non-formal education of adults - allowing enough room for diversification, improvisation, innovation, and voluntary participation of learners and instructors - the system of management was to rest predominently with government agencies, with their traditionally rigid and formal forms of functioning. These government agencies, it was realised, were part of a system, and there was need to create a new system which may, to some extent, make the administrative apparatus more responsive and flexible.

Yet another feature which determined the system of monitoring and evaluation was a general lack of credibility about statistics furnished by governmental machinery in general, and more so in respect of adult education and literacy. This cynicism was an important block with the so-called well-informed influential groups, in and outside government. This attitude of doubt regarding veracity of official claims is not without basis, for in India we have instances of wild claims of achievement which are not always related to facts in the field. Therefore, to establish credibility as well as due to realisation that the lack of credibility was not without valid reasons, certain special elements were introduced in the evaluation system.

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(34) National Adult Education Programme : An Outline, op.cit. p.

Perhaps the most significant consideration which influenced planning of the evaluation strategy in NAEP was the decision to make a departure from the traditional system of supervision. Under the traditional system, administration and supervision are combined, and are almost indistinguishable. That makes supervision a threat, a sufferance - leading to unsavoury and demeaning methods of gratification of the supervisory personnel, and seldom resulting in improvement of work. The tendency among the supervisors in such a system is to find fault, and among the supervised to conceal their problems and shortcomings. Benefiting from the experience of the Nehru Yuvak Kendras, a decision was taken at the stage of planning itself to replace the traditional system of supervision by systematic evaluation. While this was important for programmes run by government agencies, it was indispensable for programmes run by voluntary agencies and institutions of higher education. They had been specially encouraged to initiate innovations. The understanding given to them was that qualified agencies would undertake evaluation of their work and they should not be deterred by the fear of supervision by administrative personnel steeped in unimaginative style and routine methods.

Keeping in view the various considerations which influence decisions regarding monitoring and evaluation, the Report of the Working Group states:

> "In the light of the above background, it would be quite evident that the major objective of the system of monitoring and evaluation would be to improve the management of the programme at all levels by constantly looking for the bottlenecks in the process and evolving remedial measures for improvement of the situation. The development of methodology and format for monitoring and evaluation and identification of problems calling for in-depth study and research in the above area, should be the concern of the Central as well as State Governments and it should be co-ordinated by the Directorate of Adult Education."(35)

The Report goes on to acknowledge the need to draw upon the expertise from the various national and international agencies (particularly those forming part of Unesco). It observed that such co-operation would be needed in developing a monitoring and evaluation system, as well as, initially, to organise appropriate training and orientation programmes.

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(35) Draft Report of the Working Group, op.cit. p.102.

Initial planning and IIEP co-operation

Timely steps were taken to ensure that the management information system is put into operaton with the commencement of the NAEP. The first step was to strengthen the Directorate of Adult Education in the Ministry of Education and to set up an evaluation cell in all State Adult Education Offices. Simultaneously, contacts were established with national institutions and experts. Apart from the Project Appraisal Division and the Programme Evaluation Organisation of the Planning Commission, the other national organisations and institutes involved from the beginning included National Institute of Educational Planning and Administration, National Informatics Centre of the Electronics Commission, Computer Division of the Administrative Staff College of India (Hyderabad), Indian Council of Social Science Research, NCERT, National Institute of Health and Family Welfare, Indian Institute of Management (Ahmedabad) and Council for Social Development (New Delhi).

In August 1978 a five-day all-India seminar on monitoring and evaluation was organised by the Directorate of Adult Education. Specialists from universities, various national organisations and institutions such as those mentioned above, officials of State Governments, representatives of SRCs and of voluntary agencies attended the seminars. The seminars discussed in detail proposals regarding formative evaluation, management information system and appraisal by external agencies.(36) The seminar stressed that only that data which would be useful should be collected with a clear understanding as to who would use the data and how would it be used. On the basis of the various forms developed in the seminar, the Directorate of Adult Education published preliminary guidelines to the State Governments.(37) The agencies selected for external evaluation were also advised to go ahead with their appraisal exercises.

As the importance of evaluation and monitoring and their dimensions and technical complexities became clear, the Ministry undertook an informal review of the kind of additional specialised input that may be necessary to reinforce the work that had already been done. While the August 1978

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(36) Directorate of Adult Education, Government of India, Monitoring the NAEP, Report of the All-India Seminar, August 28-31, 1978, New Delhi, 1979.

(37) Directorate of Adult Education, Government of India, Preliminary Guidelines on Monitoring, September 1978.

seminar provided very userful insights and it delineated action points, lack of an overall theoretical frame was considered to be important deficiency. In the absence of a theoretical frame, it was feared, the decisions may be ad hoc and may not be always mutually consistent. Within the country there was an extraordinary display of willingness to extend full co-operation with the Ministry of Education in regard to NAEP. There was also abundant experience and expertise in conduct of project evaluation exercises. However, no national programme in the past had undertaken evaluation and monitoring of the complex kind, and assigning to it critical importance, as was intended to be built into the NAEP. Therefore, contact was established with the International Institute for Educational Planning, Paris, (IIEP) to explore whether the experiences of other countries and other technical capability existing in IIEP could be brought to bear in building up a satisfactory system of evaluation and monitoring in the NAEP. The response of IIEP was prompt and positive. Representing the Institute, R.H. Davé held detailed discussions with the Ministry of Education at the end of 1978, and the various aspects of co-operation between the Ministry and the Institute were worked out.

For having monitoring evaluation built into the entire process of programme implementation, for developing an acceptable methodology as well as the corresponding theoretical frame, and also for generating a satisfactory level of expertise at all levels, the Directorate of Adult Education, in collaboration with the International Institute for Educational Planning, (Paris), and other institutions in India, organised two rounds of Seminars - firstly at zonal level in February and secondly at Regional level in September 1978. The first seminar focussed on broad issues involved in monitoring and evaluation of a programme like NAEP and provided an opportunity of sharing of views on conceptual aspects and procedural matters. It helped in evolving a Monitoring system which was introduced in the country from April 1979.(38) The second seminar aimed at "monitoring" the monitoring system itself with a view to understanding the status of monitoring in the country and to streamline it in the light of experiences gained. It also examined, in some detail, the question of learner

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(38) Directorate of Adult Education, Government of India, and the International Institute for Educational Planning, Paris, Report of the Zonal Orientation Seminar on Monitoring and Evaluation of NAEP, 1-14 February 1979, New Delhi, 1979.

evaluation and issues connected with the methodology for evaluation studies to be undertaken by institutions of social science research and of higher education.(39)

The monitoring system

At the conceptual as well as the operational level, the first decision was to deliberately reject the traditional model of evaluation and monitoring which views evaluation as the last activity in a cycle which begins with planning, goes to implementation and finally to evaluation. It suffers from numerous weaknesses, chief among which is that of it serves primarily as a measurement tool and only rarely as an improvement tool. In such a system the barriers and bottlenecks, shortcomings and weaknesses that are discerned at the time of evaluation are used mostly to apportion blame, rather than for correcting the course of implementation of the programme. On the other hand, if evaluation has to be forward looking and development-oriented, it is necessary to build the mechanism of appraisal, feedback, diagnosis and remedial action at all the stages of a project or programme including planning, implementation and assimilation stages. It was felt that by making such a change the relationship will be transformed from the cyclic relationship to one where evaluation cuts across all the phases of a programme.

In addition to making monitoring an inbuilt system, it was decided to take a comprehensive view of monitoring and evaluation. In the Regional Seminars R.H. Davé (from IIEP) presented his approach to the entire problem, which was accepted, with some modifications, as the theoretical frame for the monitoring and evaluation system. (See Figure 2)

Much time was spent in the two Regional Seminars in September 1979 in discussing and explaining the various aspects of this system to the participants from the various State Governments and voluntary agencies.

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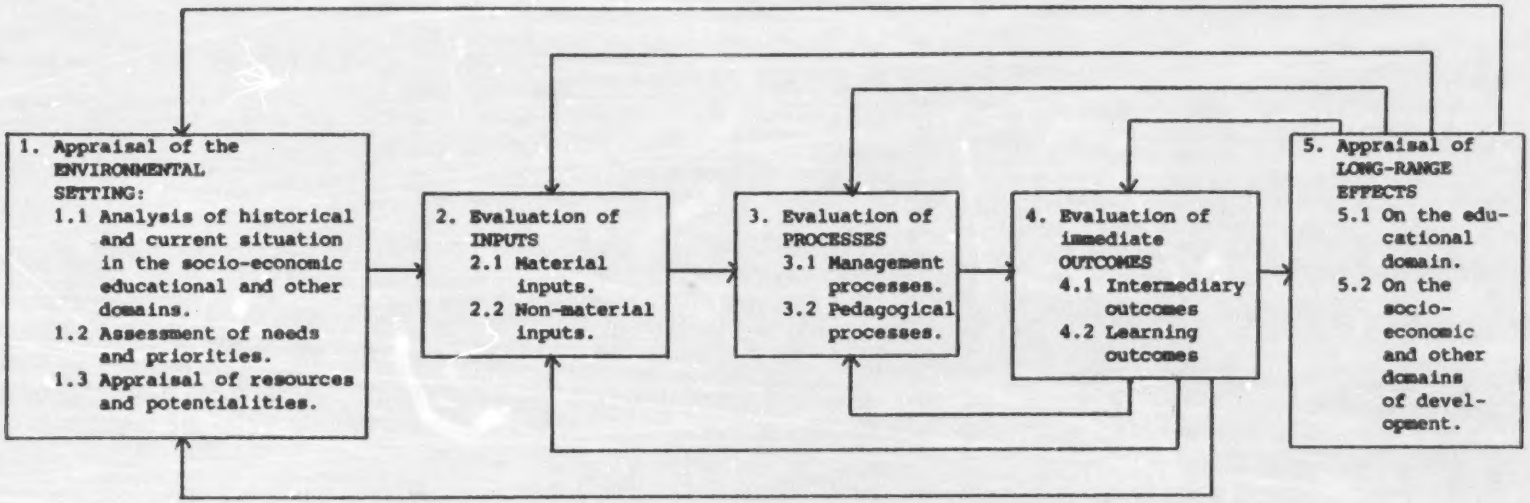
(39) Directorate of Adult Education and International Institute for Educational Planning, Paris, Report of the Regional Orientation Seminars on Monitoring and Evaluation, 10-21 September 1979, New Delhi, 1979.

Figure 2. EIPOL Grid for built-in monitoring and evaluation.(40)


1. Appraisal of the ENVIRONMENTAL SETTING:
1.1 Analysis of historical and current situation in the socio-economic educational and other domains.
1.2 Assessment of needs and priorities.
1.3 Appraisal of resources and potentialities.
2. Evaluation of INPUTS
2.1 Material inputs.
2.2 Non-material inputs.
3. Evaluation of PROCESSES
3.1 Management processes.
3.2 Pedagogical processes.
4. Evaluation of immediate OUTCOMES
4.1 Intermediary outcomes
4.2 Learning outcomes
5. Appraisal of LONG-RANGE EFFECTS
5.1 On the educational domain.
5.2 On the socio-economic and other domains of development.

(40) This was presented by R.H. Davé in the Regional Seminars in September 1979 (ibid) and was subsequently published as Davé, R.H. A Built-in System of Evaluation for Reform: Project and Programmes in Education, International Review of Education, Volume XXVI, 4/1980.

In giving a concrete shape to this theoretical frame, functions of monitoring and its stages were examined. Four critical areas for which monitoring was considered necessary were:

(1) Financial (release of funds, payment of honoraria, etc.)

(2) Administrative (structure for implementation, appointment of personnel, creation of boards and committees, co-ordination, etc.)

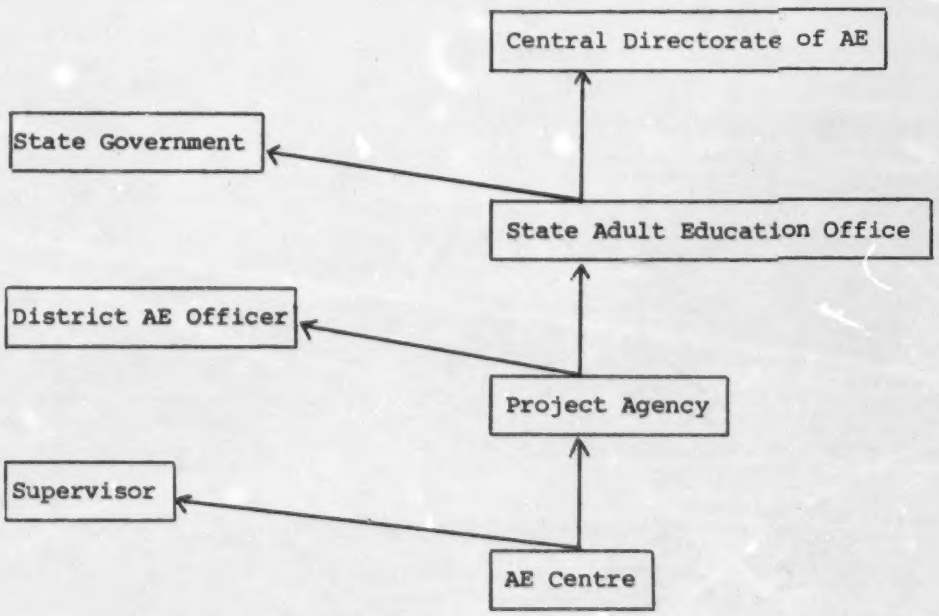
(3) Physical (number of centres, arrangements for seating and lighting, attendance, coverage of women, Scheduled Castes, Scheduled Tribes etc.,).

(4) Academic/Technical (programme content, learning materials, training, etc.,).

In respect of these areas, or functions, the various forms for collection of information were reviewed and standardized.

There was considerable discussion regarding the levels of information flow. It was decided to keep the levels to the minimum possible number, but to keep the intermediate levels apprised so that they may be able to play their rôles. The flow of information was laid down as indicated below.

Figure 3. Flow of information in the monitoring system in NAEP.



The interesting thing about the monitoring system is not only that the channels of flow of information have been reduced to the minimum, but also the manner in which arrangements for feed-back have been built into it. This has been shown in Figure 4. There are four distinct lines of flow as follows:

(1) The principal flow - Information going from the adult education centres to project agency, thence to state adult education office and finally to the Directorate of Adult Education. The latter providing feed-back down the line by the same channel.

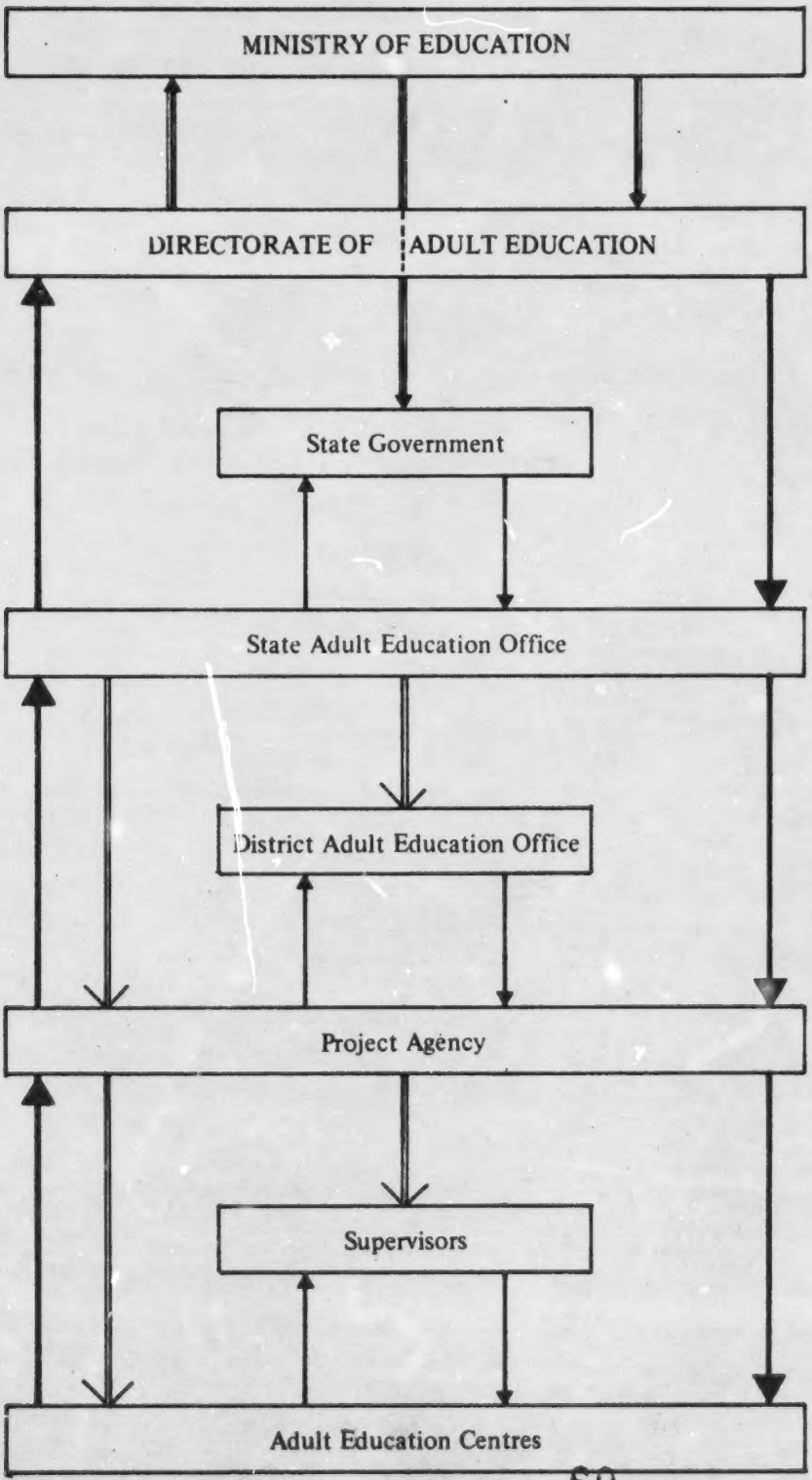
(2) The half-way feed-back - This is intended to be provided by each stage without waiting for the feed-back from the Directorate of Adult Education. Thus, the project agency and the state adult education offcer are expected to provide immediate feed-back on the basis of information received and they are also supposed to advise the intermediate stage people,(district adult education officer and supervisors) to follow up the feed-back sent to the operational levels (project agency and adult education centres).

(3) The intermediate level feed-back - As is shown in Figure 4, the operational level people have to send a copy of the information to the intermediate level - thus the adult education centre is supposed to send a copy to supervisors, the project agency to district adult education officers and the state adult education officer to the State Government. These intermediate level agencies are expected to send a feed-back immediately.

(4) Policy level feed-back - The Directorate of Adult Educaton, which is supposed to receive information in respect of the entire programme, is expected to brief the Ministry of Education, and through it the National Board of Adult Education, the Council of Ministers and the Parliament's Consultative Committee on Education. On Policy issues the Ministry is expected to advise the Directorate of Adult Education and also directly the State Governments.

Another aspect which should be mentioned is the importance being given to training for monitoring and evaluation. Monitoring and evaluation have been made a part of training of all functionaries - from the State Directors of Adult Education down to the organisers of the adult education centres. The emphasis in these training programmes is on (i) the indispensable

Figure 4. Flow of feed-back in the monitoring system in NAEP.



need for timely and accurate reporting; (ii) a clear understanding of the objectives and techniques of the monitoring system; (iii) developing an awareness about internal evaluation; (iv) creation of a system of feed-back; and (v) keeping the implementation of the NAEP sufficiently flexible to introduce correctives on the basis of monitoring.
While, generally speaking, evaluation and monitoring form part of the regular training programmes, special training and orientation camps are also organised,where necessary, for achievement of specific objectives. For example, when the forms of flow of information were introduced, special short duration courses were organised for the officer-in-charge of monitoring in the State Directorate of Adult Education, project officers and all organisers of adult education centres.

Working of the monitoring system

The monitoring system was introduced in April 1979, i.e. with the commencement of the NAEP. Each year, a seminar is organised to "monitor the monitoring system" and to further reorient the personnel involved in it.(41) Besides, these seminars review the instrumentalities for collection of information, the actual flow of information, use made of it, etc. Improvements are introduced in the system on the basis of the recommendations of these seminars.

With the help of data collected as a part of the monitoring system, the Directorate of Adult Education has brought out a number of reports, including an Initial Status Report (to serve as a kind of benchmark)(42) and an Annual Report based on the Annual Status Reports received from the state governments.(43) Besides, the data collected under the system has enabled the Ministry of Education in centre as well as State Governments to undertake review of the programme. On the whole, it can be said that as a result of the manner in which it has worked, the usefulness of the monitoring system, and its potentiality have been established.

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(41) Directorate of Adult Education, Government of India and National Institute for Educational Planning and Administration, New Delhi, Report of the National Sem. on Monitoring and Evaluation, 14-16 Feb.1980, New Delhi,1980. Directorate of Adult Education, Government of India, Report of the National Seminar - Workshop on Monitoring and Evaluation of NAEP, 2-7 March, 1981, New Delhi, 1981.

(42) Directorate of Adult Education, Government of India, NAEP : The Initial Status, New Delhi, 1980.

(43) Directorate of Adult Education, Government of India, Annual Report 1979-80, New Delhi, 1981.

During this period, the deficiencies of the monitoring system have also become apparent. In the country status report prepared by the Directorate of Adult Education for Unesco's Workshop on Research and Evaluation.(44) the following deficiencies have been pointed out:

- Incomplete coverage: The programmes are implemented by several agencies - government, voluntary agencies, colleges, educational institutions, etc. There were 1,755 centrally funded projects having 113,303 AECs, besides projects run by State Governments in 1979-80. It has not been possible to have cent per cent coverage of these programmes.
- Irregularity in reporting: Submission of monitoring returns is irregular and delayed. Time gap between the period for which reports are due and when they are received remains long.
- Inadequacy of feedback: Usually, the reports received do not evoke immediate feedback. The concept of feedback and its significance has yet to receive full attention.
- Lack of training of personnel: Inadequate emphasis on monitoring and evaluation components in the training programmes act as a hinderance in ensuring better response.

It is not surprising that the new monitoring system has not yet taken roots. Its innovativeness, transferability of personnel responsible for monitoring and the heavy tradition of giving routine attention to monitoring mechanisms are bound to be serious obstacles in the institutionalization of the monitoring system. The important thing is that the Directorate of Adult Education has persistently attempted to diagnose weaknesses and to overcome them.

External evaluation

There was a good deal of discussion in the Working Group, and in other forums, regarding the desirability or otherwise of external evaluation. The theorists of evaluation, government officials as well as people connected with voluntary agencies objected to it for their own reasons. It was argued that evaluation should be only an internal element of the programme and persons who did not directly work in the field of adult education cannot understand its problems. Officials from some State Governments considered this an infringement of their areas of activity and believers in voluntarism

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(44) Status Report: India, in Regional Literacy Workshop on Research and Evaluation, Jakarta, 30 March - 14 April 1981, ROEA Bangkok, 1981.

thought that only their apex body should oversee and evaluate their work. On the other hand, the following considerations weighed with the decision in this regard:

(a) External evaluations should complement internal evaluation and the importance of both should be realised.

(b) Institutions of higher education and of social science research need to be involved in the NAEP and the responsibility for external evaluation should be given only to those institutions which could identify themselves with the programme. Selected institutions ought to be associated with programme review, training, planning, etc. In that sense they ceased to be external.

(c) A decision had already been taken to lay emphasis on systematic evaluation, rather than traditional hierarchical supervision. This kind of evaluation can be entrusted only to an external agency.

(d) There was need to build up NAEP's credibility and reports of institutions whose acceptibility was unquestioned could contribute a great deal in this respect.

By the time the first all-India seminar on monitoring and evaluation took place (August 1978), there was general acceptance of the idea of external evaluation by well-chosen institutions of higher education and of social science research. In that seminar and all other seminars that took place thereafter, there was an excellent ineraction among persons drawn from institutions which were entrusted the responsibility for external evaluation, officials of the Central and State Governments and representatives of voluntary agencies. The areas of activity of these institutions and the methods of their work developed as a result of these interactions.

On the basis of the recommendations of the Working Group and discussions in the various seminars on evaluation and monitoring, the responsibilities of these institutions were indicated as follows:

- A quick appraisal (also sometimes called data audit) of the field programmes of the various agencies.
- Formative evaluation of activities such as training and of instructional materials, media support, etc.
- Indepth studies (or case-studies) of selected programmes or programme aspects to aid diagnosis

- Impact and assimilation studies.
- Research, mainly applied and action kind.

Besides, it was expected that, in consultation with the State Governments and the Directorate of Adult Education the external evaluation agencies would identify other areas of activities for themselves.

In consultation with the State Governments concerned, responsibility has been assigned for external evaluation to the following institutions for the States mentioned against each:

(i)	Sardal Patel Institute of Economic and Social Research, Ahmedabad.	Gujarat
(ii)	Centre of Advanced Study for Education, M.S. University, Baroda	"
(iii)	Indian Institute of Management, Ahmedabad	Rajasthan
(iv)	Tata Institute of Social Sciences, Bombay	Maharashtra
(v)	Madras Institute of Development Studies, Madras	Tamil Nadu
(vi)	A.N. Sinha Institute of Social Sciences, Patna	Bihar
(vii)	Xavier Labour Relations Institute, Jamshedpur	"

Moreover, negotiations have been initiated with the following institutions to take this responsibility:

(i)	Giri Institute of Labour Relations, Lucknow	Uttar Pradesh
(ii)	Planning, Research and Action Institute, Lucknow	" "
(iii)	Indian Institute of Economic Growth, Delhi	Delhi
(iv)	Institute of Economic and Social Change, Bangalore	Karnataka
(v)	National Institute of Rural Development, Hyderabad	Andhra Pradesh

All the seven institutes which have been assigned responsibility for external examination have brought out reports - two reports each have been published in respect of Gujarat and Rajasthan, and Xavier Labour Relations Institute, Jamshedpur, has prepared detailed reports in respect of six projects run by the Government of Bihar.(45) The Directorate of Adult Education

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(45) For a list of all the reports brought out by these institutions see Section IV of the Bibliography.

has published a brief study based on the reports brought out by the various institutions.(46)

The studies undertaken show that NAEP is beginning to have an impact in the field, that in most areas people are enthusiastic about participation in the programme, and that there are several shortcomings in the content of the programme which should be promptly attended to. Some of the significant findings which have emerged from the various evaluation studies are given below:

(1) While in some states (Gujarat, Rajasthan, Tamilnadu) the proportion of women's centres is satisfactory, it is alarmingly low in Bihar (only 10 per cent).

(2) A comparison of the Scheduled Caste and the Scheduled Tribe participation in the programme with their proportion to the total population in the respective states shows that their participation is a good deal higher than their proportion of population.

(3) Most of the learners are in 15-35 age-group, with some states reporting a substantial number of children (below 15 years) attending adult education classes. On the whole, 60 per cent of the participants are in 15-25 age-group.

(4) Average enrolment of an adult education centre is 28.3, which is quite satisfactory. However, instructors of the centre tend to replace drop-outs throughout the ten month course.

(5) The average attendance for all the states is 20.4, which again is quite satisfactory. However, this is generally based on attendance registers, the reliability of which needs to be established.

(6) There has been a drop-out of 18 per cent for all the States, ranging from 2 per cent in Gujarat to 30 per cent in Tamilnadu. However, a uniform definition of drop-out needs to be laid down because different states treat this problem differently. On the whole an assumption can be made that 60 per cent of the learners complete the course successfully.

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(46) Dighe, Anita, Mathur, R.S. and Prem Chand, Appraisal Studies of the Adult Education Programme: Their Implications for Policy, Planning and Management, Directorate of Adult Education, New Delhi, 1981.

(7) Profile studies of the instructors show that a vast majority had not completed secondary education, they were local youth and only a small percentage were school teachers. With the exception of Maharashtra and Rajasthan, the majority of the instructors belonged to the Scheduled Castes or the Scheduled Tribes or some other"backward community", but only about 30 per cent of them were women.

(8) The emphasis in the programme remained on literacy and numeracy. Serious efforts were made in Maharashtra and Bihar to build functionality and awareness component.

It is significant that on the basis of the appraisals, attempt is made to introduce improvements in the programme at the state as well as the national levels. After a particular report has been studied, the Directorate of Adult Education organises a meeting of the State Government, State Resource Centre and the evaluation agency to chalk out a plan to remedy the shortcomings identified and to strengthen the strong points. Similarly, the Directorate prepares a periodic brief for the Ministry of Education for necessary adjustments in the programme and for taking up the matter with the State Governments separately or in joint meetings.

Administrative appraisals

The quantitative as well as qualitative evaluations of the programme in the field is taken care of by the monitoring and evaluation system referred to above. In addition, the NAEP, like all programmes of that dimension, has a policy aspect. In regard to the policy, the Education Minister is answerable to the Parliament, and indeed to the whole nation. A corollary of involving the entrie educational system, all political parties, the mass organisations of peasants, workers, women and youths, the voluntary agencies, etc. is that the Government should, at least once every year, make a report about the progress of the programme, its achievements as well as failures, the strengths as well as difficulties and deficiencies. A decision was, therefore, taken that the Ministry of Education at the centre, the state education departments and the district administration should publish an annual report of the programme and widely circulate it for information and comments of all concerned.

The Ministry of Education decided to make the portion on adult education in its annual report, which is submitted to the Parliament, quantitatively and qualitatively stronger. This is reflected in the Annual Reports for the years 1978-79 and 1979-80. Not only was essential data furnished, a critical review of the programme was also incorporated in these Reports.

In addition to its annual reports, the Ministry decided to publish a report on NAEP to mark each anniversary of its inauguration. Accordingly, in October 1979 the first such report was brought out and widely circulated.(47) The report was prepared on the basis of:

- the data yielded by the monitoring system;
- external evaluation reports in respect of Rajasthan and Gujarat which had then become available;
- field observations made by officials of the Ministry, members of the National Board of Adult Education and of the State Boards of Adult Education; and
- systematic discussions within the Ministry (including the Directorate of Adult Education), with other Ministries of Government of India, with State Government officials, university and college teachers, and field workers.

This report reflects the rigorous appraisal of the programme the Ministry had been undertaking from time to time.

Yet another manner in which the Ministry decided to undertake administrative appraisal of the programme was to get thorough studies done by the officials engaged in this work. Those working in the Division of Adult Education and of Youth Services in the Ministry and specialists in the Directorate of Adult Education undertook detailed studies of some aspects of the programme. One of the studies done by an official of the Ministry throws very interesting light on the way the projects run by the Government of Bihar are attempting to implement the objectives of the NAEP.(48)

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(47) Government of India, Ministry of Education and Culture, National Adult Education Programme: The First Year, New Delhi, 1979.

(48) Gngnani, H.R. Functional Literacy for Rural Development: Field Studies of Three Rural Functional Literacy Projects, Ministry of Education and Culture, New Delhi, 1980.

Most of the state governments have also published annual reports in respect of the state's NAEP. All these reports are in the regional languages and have been disseminated widely. Some of these reports are marked by a frank assessment of the programme in the state concerned, although a tendency is discernible to over-state the achievements and to gloss over the shortcomings.

Learner evaluation

An important aspect of all education programmes is to evaluate the impact it has had on participants. In adult education programmes it is the new skills acquired, new orientations developed in attitudes, and improved practices adopted by the learner which determine the success of the programme.

In NAEP there have been some difficulties in laying down the system of learners evaluation. For one thing, there are few past experiences in India to rely upon. Secondly, the evaluation procedures of most other countries (e.g. Tanzania) tend to emphasize literacy learning - and the Indian programme equally emphasizes functionality and awareness. Thirdly, the Directorate of Adult Education wanted to explore alternative approaches to this problem before advising the field functionaries.

The Directorate of Adult Education developed a paper on this subject(49) and widely circulated it. The paper indicated that whereas there could be a proper test for evaluation of literacy and numeracy skills, the following informal methods of evaluation should be used to examine learning in regard to functionality and awareness:

- interviews;
- analysis of records, exercise books, etc.
- observations,
- group discussions,
- indirect evidence, such as better participation in development programmes, improved health, etc.

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(49) Directorate of Adult Education, Government of India, Evaluation of Learners' Progress in NAEP: Suggestive Guidelines, New Delhi, 1981 (mimeographed).

It was stressed that the methods should be such that the learners do not feel deterred by them. In fact they should enjoy and participate in their own evaluation.

The guidelines also indicated that evaluation should be an ongoing process, rather than to be undertaken at the end of the course. It should serve the purpose of informing the learners and the instructors about the strengths and weaknesses of the literacy activity, on the basis of which to make improvements in the instructional programme. Broadly speaking it was felt that there may be four phases of learner evaluation:

- Initial evaluation which would indicate the level of the learner at the time when he/she joins the programme. It would also help in measurement of gains as it would constitute the benchmark information.
- Periodical progress evaluation which needs to be carried out for diagnostic or improvement purposes. This would be on a continuous, ongoing basis.
- Summative evaluation which would be carried out at the termination of the programme to find out how much learning has taken place.
- Evaluation of retention of learning which would indicate how much learning has been retained and put to use.

It was emphasized that apart from the instructor, supervisor and the project staff, the learners and the community should be involved in evaluation.

While a number of useful suggestions regarding development of instrumentalities of evaluation have been given in the guidelines of the Directorate of Adult Education, it has not yet been possible to move towards finalisation of instruments. Therefore, while some states have developed their own instruments, most of them are having to do without any. The result is that there is still no nationally understood norm of competencies which can be assumed to have been achieved by persons when they are declared literate. This is a direction in which progress shall have to be made soon.

IX. RESEARCH

Owing to its preoccupation with other urgent matters, the DAE was not able to pay much attention to research until the beginning of 1980. Of course, the various institutions given the responsibility for external evaluation were required to undertake research studies as well, and some of them have started planning for such studies.

The DAE deliberately took the decision not to assume much direct responsibility for research; it preferred to create a system by which all interested persons - in universities and colleges or in institutions of social science research or in voluntary agencies - could be provided support to take up research activity. It went further, and has developed plans to encourage the District Adult Education Officers and the project personnel to take up action research programmes. Whether there is much research output or not, this approach to secure participation in the research endeavour of actual field workers, and eventually to involve the learners of the adult education centres as well, seems to hold tremendous promise. The DAE also proposes to organise co-operative or co-ordinated research on certain subjects, by involving several institutions and individuals on subjects which seem to need a much wider universe of study and which cannot be taken up by a single agency.

While fundamental research is valued, emphasis in the programmes supported by the DAE is on practical issues faced in the programme and examination of alternative approaches to deal with particular situations. In other words, focus is on applied and action research, rather than on abstract and theoretical themes. The areas of research which are receiving immediate attention are:

- methods of learner evaluation, particularly in respect of functionality and awareness;
- methods of literacy learning;
- language of literacy, particularly where the language is a dialect and a bridge has to be built to the regional/official language;
- aspects of motivation;
- impact of adult education on enrolment and retention of children in primary schools, and on implementation of other development programmes;
- learning through the traditional and folk media;
- retention and use of literacy;
- post-literacy and follow-up activities.

After a good deal of consideration and exchange of views with the Directorate of Adult Education, the Indian Council of Social Science Research and the University Grants Commission, the Ministry of Education approved the scheme of research in adult education. After some elaboration, and laying down of procedures the Directorate widely disseminated the scheme.(50) The scheme has a strongly practical and applied bias. It expresses the hope that the research findings would:

- provide better insights into operational problems;
- help in designing innovative approaches and methods for improving the programme; and
- give broader perspective of integrating new ideas and insights of different disciplines for making adult education a vital input for development.

In the scheme of research the main responsibility of the Directorate of Adult Education is:

- to encourage all agencies and individuals having interest and capability;
- to co-ordinate the work of various agencies in order that research is conducted for the furtherance of the NAEP; and
- to disseminate research findings in such a manner that it would be comprehensible to and useful for the field functionaries of the programme.

The Directorate is expected to implement the scheme by facilitating the work of various agencies and by bringing to their notice the problems deserving research.

In order to build research into the programme, it is expected that SRCs and the institutions responsible for external evaluation will also reorganise themselves to intensify their research activity. A good deal of contribution may also be made by institutions of social science research and the Indian Council of Social Science Research, which supports and co-ordinates the work of those institutions, has been taking initiative in this regard. A document recently prepared by the Directorate of Adult Education(51) lays considerable emphasis on the rôle of universities and institutions of higher education. It spells out their rôle as follows:

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(50) Directorate of Adult Education, Government of India, Research for NAEP - Guidelines for Proposals, New Delhi, 1980.

(51) Status Report: India, in Regional Literacy Workshop on Research and Evaluation, op.cit.

(1) Lack of properly trained manpower for research work is a genuine problem. Systematic training programmes for the preparation of research workers would have to be initiated especially with reference to real-life problem-solving action research. The training programme for research workers would have to be joint efforts between implementing agencies of NAEP and the universities so that research workers would not only have some background of research techniques but would also have the capability to identify field problems and to suggest practical solutions to them.

(2) It is important that there is much more student involvement in research through post-graduate work. Universities that have departments of continuing/adult education could promote post-graduate research work that has practical implications for NAEP.

(3) The desirability is self-evident of undertaking research projects that are multi-disciplinary in nature because the problems relating to adult education are multi-dimensional and multi-disciplinary. Research studies undertaken by educators, economists, sociologists and anthropologists, management specialists, would provide useful insights into problems relating to adult education.

X. GENERAL APPRAISAL

Credit and debit

There is little doubt that the NAEP has stirred interest in the international quarters and among several influential sections in India. Even more important, large sections of the poor and illiterate masses have begun to identify this as their programme. This is one of the important reasons why the drop-out rate has so far been much lower than was feared. It has also been shown that if the participants can identify the programme with themselves - their problems and aspirations - motivation is not a great problem. Another significant point which

emerged from all the evaluations undertaken is that the reporting is reasonably accurate and the experiment to utilise village youth as instructors has been a good idea. As far as resource development is concerned, establishment and active rôle of the State Resource Centres is something about which there is reason to feel gratified; and reasonably satisfactory teaching and learning material has been produced in practically all languages, and beginning has been made in preparation of materials in dialects and tribal languages. Administrative apparatus needed for the programme has been created, and in most places it is working fairly satisfactorily.

On the debit side mention must be made of the unsatifactory training of instructors. One of the reasons for this is that the project personnel do not have sufficient awareness regarding the importance and quality of training, and often do not have the capability to organise it either. Owing to unsatisfactoriness of training and the difficulties faced in securing co-operation from various development agencies, the programme remains literacy-type; the elements of functional development and awareness are either altogether lacking, or being given low priority. While the monitoring system has begun to work, there is still a tendency to confine attention to fulfilment of targets, rather than emphasizing the process for creation of a learning environment. Although post-literacy and follow-up programmes were emphasized from the beginning, in reality they have not begun to be organised even for projects which concluded the first cycle several months ago.

Achievement of targets

As far as coverage is concerned, the table below gives the progress of the programme, with reference to the year before it started.

Table 6. Adult Education Centres and Enrolments

Years	Number of Centres	Adults enrolled
1977-78	16 000	675 000
1978-79	n.a.	2 171 000
1979-80	130 000	3 640 000

Source: Ministry of Education and Culture

Since the NAEP intended to give special importance to the coverage of women and to persons belonging to the Scheduled Castes and the Scheduled Tribes, the figures of their enrolment are of special interest.

Table 7. Enrolments in the priority groups (as at 31.1.80)

	Enrolment	Percentage of total
Women	1 153 000	55.8
Scheduled Castes	613 000	19.1
Scheduled Tribes	487 000	15.1

Source: Ministry of Education and Culture.

Involvement of various agencies has been emphasized in the NAEP. The following table indicates the extent of involvement of the various agencies.

Table 8. Centres conducted by the various implementing agencies (as at 31.3.80)

Implementing Agency	Number of Centres conducted	Percentage of total
State Governments	78 000	67.0
Voluntary Agencies	28 000	25.0
Universities/Colleges	5 000	4.0
Nehru Yuval Kendras	5 000	4.0

Source: Ministry of Education and Culture.

The involvement of voluntary agencies has been a significant achievement of the NAEP. Although these agencies exist in practially all the States, their involvement has been much greater in Gujarat, Rajasthan, Maharashtra and Bihar. Many of these agencies have conducted development oriented programmes with emphasis on organisations of the rural poor. Practically all the universities in the country and over 600 (of the approximately 4,500) colleges have taken up programmes of adult education. These programmes have generally formed part

of the National Service Scheme a programme through which college students involve themselves in nation building activities. The Nehru Yuvak Kendras have also made a contribution to the NAEP.

The State-wise figures of enrolment have been given in Annex 2. A look at that table shows that the progress in the States has been uneven. In States like Uttar Pradesh, Haryana, Punjab, Assam and Meghalaya the programme had just begun to gain momentum in 1980. In certain States, although the size of the programme is impressive, they are still organising the conventional literacy programmes, and the new thinking of the NAEP has had little impact on them - such States include Himachal Pradesh, Madhya Pradesh, Orissa etc., On the other hand, educationally backward States like Rajasthan, Bihar and Jammu and Kashmir have succeeded in organising excellent programmes. Gujarat, Maharashtra, Tamil Nadu and Kerala,i.e. States which have been educationally advanced, have, of course, taken up large and succesful adult education programmes as well.

The Review Committee and after

In October 1979 approximately one year after the NAEP was formally launched, the Central Government appointed a review committee under the chairmanship of D.S. Kothari. The Committee comprised distinguished educationists and persons held in esteem in the country, with the Joint Secretary dealing with the adult education as its member-secretary. The terms of reference of the Committee were as follows:

(a) to review the working of the NAEP in all its aspects, and to recommend any modifications that would improve its implementation, quality and impact;

(b) to recommend any change in the priority assigned to adult education that may be called for in the light of the review by the Committee; and

(c) to examine if any economy could be effected in the allocations for the NAEP by better implementation, and more effective participation of educational institutions and non-official agencies.

The Committee submitted its report in April 1980, making a number of recommendations for improvement and strengthening of the Programme. The report of the Committee is under the consideration of the Government.

The present government, which assumed office in January 1980, has prepared a new Five-Year Plan for 1980-85. This plan makes education of persons in 15-35 age-group a part of universalization of elementary education. It looks at education of persons in 6-14 age-group as well as those who have missed the opportunity to receive elementary education as a part of the total problem. By placing this composite programme in the Basic Needs Programme, the 1980-85 Plan attempts to continue national commitment to mass education, including spread of literacy to 15-35 age-group. This resolve has been strongly reiterated by the Prime Minister in her address to the nation upon completion of two years of her present tenure in office. Spelling out the new 20-Point Programme as the framework of her government's policy on all issues of national importance, in early 1982 she said that it would be the endeavour of her government to "spread universal elementary education for the age-group 6-14 with special emphasis on girls, and simultaneously involve students and voluntary agencies in programmes for the removal of adult illiteracy."

APPENDIX 1

ADULT EDUCATION

A Policy Statement

Exclusion of the vast majority of the people from the process of education is a most disturbing aspect of educational and social planning. This has been uppermost in the consideration of the present Government ever since it assumed office in March 1977. While determined efforts must be made to universalise elementary education up to the age of 14 years, educational facilities must be extended to adult population to remedy their educational depriviation and to enable them to develop their potentiality. Indeed, universaliation of elementary education and of adult literacy are mutually inter-dependent.

The Government have resolved to wage a clearly-conceived, well-planned and relentless struggle against illiteracy to enable the masses to play an active rôle in social and cultural change. Literacy ought to be recognised as an integral part of an individual's personality. The present thinking on adult education is based on the assumptions: (a) that illiteracy is a serious impediment to an individual's growth and to country's socio-economic progress; (b) that education is not coterminus with schooling but takes place in most work and the life situations; (c) that learning, working and living are inseparable and each acquires a meaning only when correlated with others; (d) that the means by which people are involved in the process of development are at least as important as the ends; and (e)that the illiterate and the poor can rise to their own liberation through literacy, dialogue and action.

Adult Education should emphiase imparting of literacy skills to persons belonging to the economically and socially deprived sections of society. Many amongst them have grown up in a culturally rich environment where learning has been through the spoken word transmitted from generation to generation. The adult education programmes must respond to their cultural and intellectual level and build upon the innate artistic perceptions and skill in crafts. However, motivation for sustained participation in literacy and follow-up programmes is an issue which needs to be faced. In this context, stress should be laid on learning rather than teaching, on use of the spoken language in literacy programmes, on harnessing the mass-media and the cultural environment. Motivation also depends on an awareness among the participants that they can transform their destinies and that the adult

education programmes will lead to advancement of their functional capability for the realisation of this objective. Moreover, a literacy programme unrelated to the working and living conditions of the learners, to the challenges of the environment and the developmental needs of the country cannot secure an active participation of the learners; nor can it be an instrument of development and progress. Adult Education, therefore, while emphasizing acquisition of literacy skills should also be:

- relevant to the environment and learners' needs;
- flexible regarding duration, time, location, instructional arrangements, etc.;
- diversified in regard to curriculum, teaching and learning materials and methods; and
- systematic in all aspects or organisation.

Highest priority in adult education needs to be given to the illiterate persons. In the post-independence period, the achievements in the field of literacy have been far from satisfactory. In 1947, the rate of literacy was 14 per cent which rose to 34.45 per cent (excluding the age-group 0-4) in 1971. Yet, owing to population increase and half-heartedness of the past effort, the number of illiterate persons has risen from 247 million in 1951 to 307 million in 1971. According to the Census of 1971 the total number of illiterate persons above 14 years of age is 209.5 million of which 97.1 million are in the age-group 15-35, which is likely to be about 100 million at present. A massive programme should be launched to cover this vast segment of population in 15-35 age-group as far as possible within five years of its launching. This implies organisation of special programme for women and for persons belonging to Scheduled Castes and Scheduled Tribes. The regions which have a concentration of illiteracy will also require special attention.

While the conceptial position stated in paragraphs 2 and 3 needs emphasis, the need to view the programme as a mass movement must also be underlined.From the organisational point of view it is of utmost importance that elaborate preparations are made before launching this massive programme. Identification and motivation of the instructors, preparation of curriculum and teaching/learning materials and training have been the main areas of deficiency in adult education programmes in the past. A satisfactory level of preparedness in these areas must be reached before the programme is to be launched. Besides, adult education must cease to be a concern only of the educational authority. It should be an indispensable input in all sectors

of development, particularly where participation of the beneficiaries is crucial to the fulfiment of development objectives. A pre-requisite of an adult education movement is that all agencies, Governmental, voluntary, private and public sector industry, institutions of formal education etc. should lend strength to it. Voluntary agencies have a special rôle to play and necessary steps shall have to be taken to secure their full involvement. Instructional work shall have to be done by the teachers, students and unemployed men and women. It would be of great advantage if unemployed or under-employed youth having the potentially to organise adult education programmes are provided necessary training and then entrusted with the responsibility for organising such programmes. To ensure effectiveness and systematic analysis of the problems, the programmes should have built-in mechanisms for monitoring and evaluation as well as for applied research.

All programmes of adult education and literacy must be followed up by effective arrangements for continuing education - which would include library services, group discussions and other forms of organised learning, reactivation of group cultural activities and festivals, and community action.

Adequate financial and administrative support will be essential for organisation of the massive programme. Provision shall have to be made for a programme comprising literacy as well as environmental and social education, extending to approximately 300-350 hours or about 9 months, and also taking into account other costs. The required resources shall have to be provided by the Government, local bodies, voluntary agencies, trade and industry etc. A realistic assessment should be made of the size and capability of the administrative and professional apparatus which would be necessary for the programme and necessary steps taken to create it.

In addition to organising a massive programme for adult illiterates it is necessary to provide special programmes for special groups based on their special needs. For example, programmes are needed for:

- the rural youth to train them in the scientific methods suited for small scale production, both in agriculture and industry, and in rural leadership;

- urban workers, to improve their skills, to prepare them for securing their rightful claims and for participation in management;
- Government functionaries such as office clerks, field extension workers and police and armed forces personnel to upgrade their competence;
- employees of commercial establishments, such as banks and insurance companies to improve their performance;
- housewives to inculcate a better understanding of family life problems and women's status in society.

Programmes for these and several other categories of persons could be organised through class-room participation, correspondence courses or mass media, or by a combination of all these.

It is of the greatest importance that implementation of adult education programmes is decentralised. It would also be necessary to establish agencies of co-ordination and catalisation. A National Board of Adult Education has been established for this purpose by the Central Government and similar Boards should be established at the State levels. Suitable agencies should also be created at the field level for co-ordination and for involvement of the various agencies in the programme.

APPENDIX 2

LEVEL OF LITERACY AND NUMERACY EXPECTED TO BE ACHIEVED DURING ADULT EDUCATION COURSE

Reading

(a) Reading aloud with correct pausation and emphasis, simple literature and topics related to the concerns and interests of learners.

(b) Reading silently the neo-literate reading material at a speed of approximately 50 words per minute.

(c) Reading with understanding road signs, posters, simple instructions, newspapers and neo-literates, etc.

(d) Ability to follow simple written messages relating to one's working and living.

Writing

(a) Copy with understanding at a speed of 10 words per minute.

(b) Taking dictation at the speed of 7 words per minute.

(c) Writing with proper spacing and alignment.

(d) Writing independently short letters and applications and filling up forms of day-to-day use to the learners.

Numeracy

(a) To read and write numerals from 1 to 1,000.

(b) Doing simple calculations involving addition, subtraction, multiplication and division, involving three digits (without fractions).

(c) Maintaining personal accounts.

(d) Working knowledge of metric weights and measures, currency, time and units of distance and area.

(e) Broad idea of poroportion, percentage and interest in multiples of 100 and their use in different household jobs and in the occupation.

APPENDIX 3

STATE RESOURCE CENTRES

	Institution	States covered
1.	Department of Continuing/Adult Education Osmania University, Hyderabad	Andhra Pradesh
2.	Deepayatan,32-A, New Srikrishnapuri, Patna	Bihar
3.	Gujarat Vidyapeeth, Ahmedabad.	Gujarat
4.	State Resource Centre, Chandigarh	Haryana
5.	Centre for Continuing Education, Punjab University, Chandigarh	Himachal Pradesh Punjab, UT of Chandigarh
6.	Department of Education, University of Kashmir, Srinagar	Jammu and Kashmir
7.	Karnataka State Adult Education Council Krishnamurthipuram, Mysore	Karnataka
8.	Ketala Association for Non-forml Education and Development, Trivandrum	Kerala
9.	Indian Institute of Education 103/2 Karve Road Pune.	Maharashtra
10.	Utkal Navajeevan Mandal Augul Distt. Dhankanal	Orissa
11.	Rajasthan Adult Education Association 38, Jobner Bagh Jaipur	Rajasthan
12.	Tamilnadu Board of Continuing Education 2, Adams Road Madras	Tamilnadu
13.	Literacy House, P.O. Alambagh Lucknow	Uttar Pradesh
14.	Bengal Social Service League 1/6, Raja Dinendra Street Calcutta.	West Bengal

ANNEX 1

Table 1. Statewise increase in percentage of literacy of the total population (including 0-4 age-group) from 1951-1981.

Sr.No.	State/ Union Territory	Percentage of Literacy				Increase in Literacy percentage		
		1951	1961	1971	1981	1951-61	1961-71	1971-81
1	2	3	4	5	6	7	8	9
1.	Andhra Pradesh	7.2	21.2	24.6	29.9	8.0	3.4	5.3
2.	Assam	18.3	27.4	28.7	n.a.	9.1	1.3	n.a.
3.	Bihar	12.2	18.4	19.9	26.0	6.2	1.5	6.1
4.	Gujarat	23.0	30.5	35.8	43.8	7.5	5.3	8.0
5.	Haryana	(1)	(1)	26.9	35.8	n.a.	n.a.	8.9
6.	Himachal Pradesh	7.7	17.1	32.0	41.9	9.4	14.9	9.9
7.	Jammu & Kashmir	n.a.	11.0	18.6	26.2	n.a.	7.6	7.6
8.	Karnataka	19.3	25.4	31.5	38.4	6.1	6.1	6.9
9.	Kerala	40.7	46.8	60.4	69.2	6.1	13.6	8.8
10.	Madhya Pradesh	9.8	17.1	22.1	27.8	7.3	5.0	5.7
11.	Maharashtra	20.9	29.8	39.2	47.4	8.9	9.2	8.2
12.	Manipur	11.4	30.4	32.9	42.0	19.0	2.5	9.1
13.	Meghalaya	(2)	(2)	29.5	33.2	n.a.	n.a.	3.7
14.	Nagaland	10.4	17.9	27.4	42.0	7.5	9.5	14.6
15.	Orissa	15.8	21.7	26.2	34.1	5.9	4.5	7.9
16.	Punjab	15.2	24.2	33.7	40.7	9.0	9.5	6.7
17.	Rajasthan	8.9	15.2	19.1	24.1	6.3	3.9	5.0
18.	Sikkim	7.3	12.3	17.7	33.8	5.0	5.4	16.1
19.	Tamil Nadu	20.8	31.4	39.5	45.8	10.6	8.1	6.3
20.	Tripura	15.5	20.2	31.0	41.6	4.7	10.8	10.6
21.	Uttar Pradesh	10.8	17.6	21.7	27.4	6.8	4.1	5.7
22.	West Bengal	24.0	29.3	33.2	40.9	5.3	3.9	7.7
23.	A & N Islands	25.8	33.6	43.6	51.3	7.8	10.0	7.7
24.	Arunachal Pradesh	n.a.	7.1	11.3	20.1	n.a.	4.2	8.8
25.	Chandigarh	(1)	(1)	61.6	64.7	n.a.	n.a.	3.1
26.	Dadra & Nadar Haveli	4.0	9.5	15.6	26.6	4.5	6.1	11.0
27.	Delhi	38.4	52.7	56.6	61.6	14.3	3.9	4.5
28.	Goa, Daman & Diu	22.9	30.8	44.8	55.9	7.9	14.0	11.1
29.	Lakshadweep	15.2	23.3	43.7	54.7	8.1	20.4	11.0
30.	Mizoram	(2)	(2)	53.8	59.5	n.a.	n.a.	5.7
31.	Pondicherry	n.a.	37.4	46.0	54.2	n.a.	8.6	8.2
	INDIA	16.6(3)	24.0	29.5	36.2	7.4(3)	5.5	6.7

(1) Included under Punjab.
(2) Included under Assam.
(3) Excludes Assam, Jammu & Kashmir, Pondicherry and Arunachal Pradesh.

Source: Census Data.

ANNEX 2

Table 2. Statement showing statewise enrolment as on 31 January 1980

Sr.No.	States/Union Territories	Total	Male	Female	S.C.	S.T.
1	2	3	4	5	6	7
1.	Andhra Pradesh	146 484	92 804	53 680	33 210	12 823
2.	Assam	97 272	67 792	29 480	5 402	4 910
3.	Bihar	256 149	176 042	80 107	59 823	35 618
4.	Gujarat	325 227	186 600	138 627	57 099	10 898
5.	Haryana	83 610	34 868	48 742	16 607	1 499
6.	Hunachal Pradesh	27 051	11 467	15 584	4 632	1 383
7.	Janunu & Kashmir	42 296	20 133	22 163	5 594	-
8.	Karnata	131 096	108 919	22 177	25 373	6 522
9.	Kerala	126 636	61 469	65 167	29 160	7 187
10.	Madhya pradesh	176 281	126 580	49 701	31 630	52 583
11.	Maharashtra	459 299	267 037	192 262	76 115	49 638
12.	Manipur	34 908	12 500	22 408	471	15 387
13.	Meghalaya	9 650	4 733	4 917	..	8 328
14.	Nagaland	16 844	6 761	10 083	69	15 575
15.	Orissa	295 041	209 230	85 811	82 721	92 527
16.	Punjab	18 320	8 548	9 772	3 519	44
17.	Rajasthan	223 852	180 930	42 922	38 248	20 983
18.	Sikkim	11 574	5 993	5 581	..	..
19.	Tamil Nadu	400 092	297 616	102 476	79 601	5 350
20.	Tripura	43 425	26 403	17 022	9 956	14 897
21.	Uttar Pradesh	130 361	84 519	45 842	35 284	12 191
22.	West Bengal	110 104	60 103	50 001	7 225	1 876
23.	Arunachal Pradesh	5 646	5 329	317	..	5 479
24.	A. & N. Islands	3 584	2 317	1 267	127	452
25.	Chandigarth	3 307	1 708	1 599	545	617
26.	Delhi	32 862	9 549	23 313	7 476	328
27.	Dadra & Nagar Haveli	3 163	1 228	1 935	15	3 148
28.	Goa, Daman & Diu	2 962	1 441	1 521	60	..
29.	Lakshadweep	315	315	..	..	315
30.	Mizoram	8 241	3 691	4 550	..	8 241
31.	Pondicherry	7 436	3 511	3 925	2 729	..
	TOTAL	3 233 088	2 080 136	1 152 952	612 737	487 081
Percentage to total enrolment		100.0	64.3	35.7	19.0	15.0

N.B. Does not include enrolment in 2 070 Centres santioned to 45 voluntary agencies (1910) and 4 Nehru Yuvak Kendras (160). This may be roughly estimated at 62 000 (at 30 per centre). The total enrolment may thus be placed roughly at 3.3 million.

Source: Ministry of Education and Culture.

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